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ABSTRACT

The proceedings of a 1979 Missouri symposium on doctoral programs in special education includes the texts of major addresses and position papers as well as summaries of conclusions of small working groups. The keynote speech by R. Erdman was entitled "Higher Education in the 1980's: Implications for Doctoral Programming." The speech deals with futuristic considerations for the generic field of higher education and implications on doctoral programs in special education. The working groups produced chapters concerned with the following areas (sample recommendations in parentheses): considerations for doctoral programing (the need for formalized recruiting procedures and providing practicum experiences); continuing education for doctoral faculty (establishment of criteria for faculty advisors of doctoral candidates and development of a model for continuing education); student rights (recognition of the right of doctoral students to take an active role in planning their doctoral programs); and future support for doctoral programs in special education (encouragement of national needs assessment surveys and national guidelines or accreditation standards). The seven position papers have the following titles and authors: "Considerations for the Evaluation of Doctoral Programs" (E. Meyen); "Expected Generic Competencies of Future Graduates of Special Education Doctoral Programs" (M. Lilly); "Anticipated New Job Roles in Special Education--Implications for Doctoral Programs" (J. Melcher); "Continuing Education Needs of Doctoral Advisors in Special Education" (V. Hardin); "Research Training and Experience in Special Education Doctoral Programs" (H. Prehm); "Doctoral Practica--What, Why, How" (J. Paul); and "One SEA Professional's View on Preparing Leaders to Work in Special Education Settings--Implications for Doctoral Programs" (N. Wusterbarth). (DB)

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# THE MISSOURI SYMPOSIUM ON DOCTORAL PROGRAMMING IN SPECIAL EDUCATION: CONSIDERATIONS FOR THE 1980s

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Richard C. Schofer    James C. Chalfant

December 1979

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Project on Cooperative Manpower Planning
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EC 140 383

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* * *

Columbia, Missouri 1979

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# FOREWORD

The Symposium that was held on August 29-31, 1979, is a reflection of the interest and concern that a great many professionals in the field of special education have about the purposes and substance of doctoral programs in special education. Most certainly, the effectiveness of educational services for handicapped children and youth in the decades ahead will, in no small way, be related to the quality of leadership that is prepared in our Nation's graduate schools. This Symposium sought to explore many of the issues inherent in doctoral programming in special education. In order to insure sufficient coverage, we intentionally included a rather large number of topics within the Symposium. It is apparent that each of the individual topics cited in this document could, in and of itself, serve as a theme for another symposium or conference. It is our hope that this document might function as a "springboard" or stimulus for others' efforts in this regard. It is also our hope that this document will have some reflective value to those colleges and universities currently preparing doctoral students in special education and will be a source of guidance for those institutions of higher education contemplating such programs.

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# SECTION I

## INTRODUCTION

During the past 25 years, the field of special education has undergone tremendous growth and change. Advances have been made in the status of knowledge, theory, diagnosis, and instructional techniques. More effective models have been developed for delivering educational services to handicapped children. Institutions of higher education have expanded programs for preparing professional personnel in special education. Laws have been enacted which declare that all handicapped children should be provided with a free and appropriate public education. The number of special education programs in the nation's schools has increased dramatically, regular education has become more involved, and procedural safeguards have been instituted for parents and children.

These changes that have occurred in special education have been the result of a combination of influencing factors; e.g., the Civil Rights movement, state and Federal legislation, litigation and the increasing influence of advocacy groups. If the field of special education is to successfully meet the challenge of the 1980s, tomorrow's leaders must be prepared to plan for, cope with, and/or adapt to the changes which are occurring in our society. Doctoral programs in special education must reflect these changes.

In the final analysis, the quality of doctoral training, whether it be in special education or any other academic field, is dependent upon two essential ingredients: (1) Students who have the ability and motivation to creatively process their experiences and apply them in future leadership roles; and (2) Faculty who have the expertise, the commitment to scholarly pursuits, and the ability to motivate.

## PURPOSE

The Symposium on Doctoral Programs in Special Education was conducted to address many of the issues related to quality doctoral programming during the 1980s. The Symposium had three major purposes:

(1) To share information and ideas about the current state-of-the-art with respect to doctoral programming;
(2) To identify those variables which have an impact on doctoral programming in special education; and
(3) To develop a set of suggested recommendations and alternatives which might be considered for inclusion in doctoral programs for the 1980s.

## PROCEDURE

The Symposium was held on August 29-31, 1979, at Lake of the Ozarks, Missouri. The eleven participants included representation from (a) a local education agency; (b) a state education agency; (c) professors in special education; (d) department chairmen; (e) a Dean of Education; (f) an Associate Vice-Chancellor of a university; and (g) staff from the Project on Cooperative

Manpower Planning in Special Education, University of Missouri-Columbia (A listing of the participants is included on page vii).

The Symposium began with a keynote presentation which addressed the issue of Higher Education in the 1980s. This was followed by small group discussions which helped to set the focus and direction of the Symposium. The format for the remainder of the Symposium was focused on nine content or topic areas. These included:

A. Considerations for evaluation of doctoral programs.
B. Expected generic competencies of future graduates of special education doctoral programs.
C. Anticipated new job roles in special education: implications for doctoral programming.
D. Continuing education needs of doctoral advisors.
E. Research training and experiences in special education doctoral programs.
F. Doctoral internships and practicum: why? what? how?
G. Preparing leaders to work in various special education settings: implications for doctoral programs.
H. Considerations for the selection/recruitment of doctoral students in special education.
I. Responsibilities that doctoral programs have to the students.

The participants studied the seven position papers which were prepared specifically for this symposium and then joined working groups for in-depth discussions of the topics. The discussions were intended to stimulate the sharing of ideas and concepts, identify major issues in doctoral training, and to generate a set of suggested recommendations for alternatives for improving the quality of doctoral programs.

The proceedings generated by each working group were used to prepare a tentative table of contents. This revised table of contents was expanded into detailed section outlines and placed in a question format. The participants were then asked to review the outline and make suggestions for its revision. The initial manuscript was based upon both the revised outline and the Symposium proceedings. Finally, each participant had the opportunity to review, for accuracy, the manuscript and to make suggestions before it was printed.

In summary, this document raises critical issues with respect to doctoral programs in special education, shares ideas and concepts about the state-of-the-art, and presents recommendations and alternatives which might be considered in improving the quality of doctoral training. It was the intention of all who participated in the Symposium that a document be produced that might serve as a stimulus for those who are interested in providing quality programming for doctoral students in special education during the 1980's.

# SECTION II

# HIGHER EDUCATION IN THE 1980's: IMPLICATIONS FOR DOCTORAL PROGRAMMING

## KEYNOTE ADDRESS

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Boulding (1977) describes higher education in our society as a social evolutionary system. As such it is not governed by defined dynamics or relatively stable parameters; this makes foreknowledge about it impossible or very difficult. Thus, forecasting in a social evolutionary system assumes a different character than that which might be used in a defined, stable mechanical system.

Glazer (1977) postulates that the most difficult part of the art of futurism involves the determination of assumptions as to what will change and what will stay the same. Forecasting additions and/or reductions about quantitative variables (numbers of) is the easiest and simplest of the task. Much more uncertainty and speculation become involved when prediction about the qualitative dimensions is given consideration. It is in this arena that variables such as shifting societal values, and national and world ideologies and conflicts influence efforts at making valid long-range projections.

According to Boulding (1977), social evolutionary systems "participate in the property of containing ineradicable surprise" (p. 199). If it is the business of the future to surprise us, the question then becomes one of how we work with the surprises.

Glazer (1977) believes that "one can find the forthcoming surprises in strains in the system, elements of conflict in which the outcome is sufficiently doubtful that at least one outcome may properly be considered a surprise" (p. 16). He believes there are conceptual constraints that must be considered when utilizing this concept, and that it is not a case of science fiction without limits. The prediction of futures must be predicated upon man's ability to employ rational and critical thinking with the awareness that events may occur which transcend the boundaries of current knowledge and experience. Man must be able to anticipate a variety of scenarios when considering alternatives for the future.

Thus, the task of predicting future implications, as this paper seeks to do, must be viewed within the conceptual parameters previously described. Only naivete would suggest that events and forces in the separate macro-systems of higher education did not impinge on and influence the separate micro-systems within its boundaries. Similarly, there is little question that the goals, resources, and operations of other coexisting micro-systems exert powerful valences as to future directions of given programs and units. Therefore, the future of doctoral programs in special education must be considered from a variety of contextual perspectives in higher education.

The purpose of this paper is to describe some possible futuristic considerations for higher education in the 1980's that may have implications for doctoral programs in special education. To accomplish this purpose consideration will be given to: Futuristic considerations for the generic field of higher education, possible futures for schools of education, doctoral manpower supply and demand within the United States, some issues and problems in doctoral study within the general field of education, and suggested implications for doctoral programs in special education.

## Futuristic Considerations for the Generic Field of Higher Education

Twenty-six national leaders of higher education were asked to forecast futuristic directions for the field over the next several decades. Glazer (1977) analyzed and summarized these projections as they were reflected in each of the authoritative essays. Some of the recurring themes that emerged from his study are described in the following paragraphs.

One of the most prominent themes dealt with a continued and strengthened commitment to the concept of "life-long learning". Although the essays reflected the usual ideas associated with this concept, there were a number of ideas proposed that extended the concept. Included were thoughts such as:

- a higher proportion of adults attending colleges and universities;
- delays in the beginning of higher education and frequent interruptions in it; individuals will look at higher education in smaller segments as they attempt to more appropriately respond to their immediate circumstances, needs, and interests;
- as old occupations become superfluous or as new ones appear, higher education will assume greater responsibility for occupational training;
- there will be increasing demand for teaching leisure time pursuits and inservice training;
- a greater utilization of off-campus locations to provide instruction and thus providing services for people in their varied environments; and
- effort to relate education more intimately to the current occupations and locations of participants.

Glazer (1977) suggests that these trends create ". . . a concurrent problem of standards and certification as higher education becomes many new things in many new places under differing kinds of arrangements." (p. 8)

Increasing degrees of austerity in higher education were also forecasted. Rapidly escalating prices and the increased difficulty of higher education in attracting public funds have already forced some institutions to close or discontinue specific programs.

Institutions for higher education will continue to receive pressure for the extension of their programs to segments of the population previously limited by income, race, and sex. This force for equality may move them more toward a position of egalitarianism as contrasted to elitism. Many of the observers cautioned that our idealism of equality must be tempered with a concern for quality. Just how this balance is to be achieved has not been carefully addressed. The force for equality has also been manifested in some efforts to equate resources among institutions. If this should occur, higher education will experience increasing difficulty in retaining clusters of superior faculty, students, and facilities for research and training.

Many essayists expressed concern over the increasing governmental intervention into the affairs of colleges and universities. Inherent in such intervention is the danger of bureaucratic binding and limitation of educators.

The impact of a new and expanding technology was perceived as a means by which costs could be cut. Traditional forms utilized in higher education could be replaced by more cost-effective operations.

In summary, Glazer (1977) projects two possible futures for higher education. "It can become the great sorter and trainer of all youth, with a mandate to ensure the greatest possible degree of equality, in which case 'post secondary education' . . . would be a better name for it, and the more traditional functions of higher education would be conducted in restricted parts of the institutional complex . . . But it is possible, and I think not unlikely, whether out of its own choice, or out of institutional incapacity to change, or out of governmental distrust, that higher education would continue doing what it has always tried to do in the past—preserve and pass on as best it can the cultural heritage . . . providing a base for some new thinking and research, laying claim to providing the specialized training for certain learned occupations, though always in conflict with other candidates for this task . . . If higher education chooses, or is forced into the latter course we should realize a good part of youth and the world will tell us they are not interested. And that is as it should be. They have other fish to fry, other functions to perform, and the university is not and should not be, the world." (p. 21)

## Possible Futures for Schools of Education

Clark and Guba (1977) reported on a major comprehensive study conducted about schools, colleges, and departments of education (SCDEs) in the United States. The major focus of the study centered on knowledge production and utilization (KPU) activities within these organizational units and the types of alternative futures which may lie ahead within the next years.

At the time of the study there were 1,376 schools, colleges, and departments of education (SCDEs) within institutions of higher learning in the United States. They observed that SCDEs can be characterized by their diversity, heterogeneity, and proportionately large numbers. These descriptors raise the questions of proliferation and quality control.

Of the 1,367 institutions with SCDEs there are 163 offering degree work at the doctoral level. Surprisingly, very few activities associated with doctoral level work were reported as frequently occurring. Included in the activities were such things as operating externally-funded projects, reading papers at national conferences, or engaging in *ad hoc* service with a variety of educational agencies. There was some optimism between administrators and faculty that these levels of involvement would increase within the near future.

One hundred and twenty-five (approximately 10 percent) of all the institutions were classified as high producers or unusual producers of KPU activities, and of this number only 24 were classifiable as KPU centers. Criteria for inclusion in the high-producer category would probably not be considered rigorous. Institutions were included if they had multiple grants or contracts for KPU activities totalling $100,000 or more; or 15 or more credits in "core journals;" or 10 or more credits in journals plus 7.5 or more credits in the Research In Education (RIE) portion of the national ERIC System. The time period for counting productivity spanned two-three years.

Clark and Guba (1977) identified a number of variables that may well determine the "natural" futures of KPU activities in SCDEs. Among those that were of an indirect nature were: Income and expenditure factors; personnel supply and demand factors; the diminishing influence of SCDEs; and changes in governance patterns in personnel preparation programs in education. Of a more direct influence would be: Shifts in strategies of Federal funding; altered emphasis from knowledge production to knowledge utilization; emergence of competitive agencies; increased demand for service; and increasing emphasis on building a national "system" for KPU.

The authors projected the following "natural" futures for KPU in SCDEs:

- "Fiscal support for knowledge production activities will decline, probably significantly, over the next five years."
- "Attention to and fiscal support for SCDE involvement in knowledge utilization activities will increase slightly over the next five years."
- "Changes will occur in KP and KU concomitantly with a general decline in SCDE quality over the next five years."
- "Current perceptions held by many clients and policy makers that SCDEs are not performing adequately in KPU will be exacerbated over the next five years."
- "SCDEs are entering a period of shared control and negotiation with respect to all their functions, including KPU." (pp. 7-9)

### Doctoral Manpower Supply and Demand Within the General Field of Education

Dunlop and Shiskin (1975) conducted a doctoral manpower employment demand and supply study for the United States spanning the years from 1972 to 1985. The study was motivated by increasing concern, beginning in the late 1960's, about the overproduction of doctoral degrees and the inability of these individuals to obtain employment.

Although the title and contents use the Ph.D. as referent, other doctoral degrees such as the Doctor of Education (Ed.D.), Doctor of Science (Sc.D.), and the Doctor of Business Administration (D.B.A.) were included in the study. Professional doctor's degrees such as the M.D., J.D., and D.D.S. were not included. The study encompassed the fields of Engineering and Natural Science, Social Science and Psychology, Arts and Humanities, Education, Business and Commerce, and Other Fields.

There were an estimated 335,000 Ph.D.'s employed in 1972. Of this number about one-half (48.3 percent) were in the fields of Engineering and Natural Science; Social Science and Psychology accounted for 19.1 percent; Education 17.4 percent, Arts and Humanities 11.6 percent; Business and Commerce 1.6

percent; and Other Fields 2 percent. About seven-tenths (70.5 percent) worked in educational institutions; 14.6 percent in industry and business; 8.2 percent in government; 3.8 percent in nonprofit organizations; and 2.9 percent in other fields.

In 1972 there were an estimated 58,300 doctoral degree recipients employed in the field of Education. Educational institutions employed 88.5 percent; business and industry 1.0 percent; government 5.7 percent; nonprofit organizations 3.2 percent; and other employment areas accounted for 1.6 percent. In contrast, the field of Psychology had 58.4 percent of doctorates employed in educational institutions; 5.7 percent in industry and business; 21.7 percent in government; 10.0 percent in nonprofit organizations; and 4.2 percent in other areas.

Primary work activity for Ph.D.'s employed in Education was in teaching (49.8 percent); 32.4 percent in administration; 8.6 percent in professional services to individuals; 7.1 percent in research and development; and 2.1 percent in other activities. In contrast, Psychology doctoral-level employees' primary work activity was distributed as follows: Teaching, 35.0 percent; professional service to individuals; 31.0 percent; research and development, 28.8 percent; administration, 2.9 percent; and other activities 2.3 percent.

By 1985, the study projects that 79,200 Ph.D.'s will be required in the field of Education. This represents an increase of 35.9 percent (20,900 more than in 1972). Between 1972 and 1985, projections indicate there will be 148,000 new Ph.D.'s in the field of Education, accounting for 25.3 percent of all doctorates produced. However, there will only be employment openings for 26,800 doctoral-degree recipients in Education, thus creating a major discrepancy between supply and demand.

The authors concluded that even under the most extreme alternative projections, supply would greatly exceed demand for Ph.D.-trained personnel in all fields. Further, such a conclusion has some major ramifications for individuals and institutions.

Employment for individuals with Ph.D.'s may have to be in jobs requiring less skill than has been acquired. In such an eventuality, these highly-trained persons may displace other workers with lesser qualifications, and so on down the occupational ladder.

Difficulty in securing financial support for graduate students may serve as a major deterrent in university recruitment and retention. In 1967-68 about 51,000 graduate students held Federally-funded fellowships and traineeships, many for three years of study. By early 1974, this number had been reduced to an estimated 6,600 which were primarily for one year of graduate education. Unless governmental support should increase or other support monies are located, it may be economically inefficient to operate as many doctoral programs. Programs within institutions may be consolidated or eliminated. Similarly, programs between institutions may be consolidated.

Universities may also have to give attention to redesigning doctoral programs. For example, at the present time just about all doctorates are research-oriented. Since almost one-half of all Ph.D.'s teach in classrooms as primary work activity, more emphasis will have to be given to the development of teaching skills.

In summary, Dunlop and Shiskin stated, "Finally society-the-Nation must evaluate and weigh the purpose of graduate education against other national priorities, before deciding how much to spend in support of graduate education. Also, the relationship between national input for graduate education and the supply of and demand for Ph.D.'s must be determined. During the 1950's and early 1960's, when the Nation faced a shortage of doctoral manpower, support was forthcoming. Now, when an oversupply of doctoral manpower is perceived, should support for graduate education be cut back? . . . Before the Nation can decide these questions, it must determine what happens if the continued rapid growth of the manpower pool of Ph.D.'s is actively discouraged . . ." (p. 17)

## Issues and Problems in Doctoral Study - General Field of Education

Doctoral study in Education has evolved into one of mixed purposes. In some cases it is designed for entry into the profession; for others the improvement of role competence; for some it serves as a means for changing roles within the profession; and still for others it provides a systematic study about Education. Erdman observed, "Shifting forces for change . . . are now challenging these conceptual models . . . resulting in substantive issues of concern. Traditional perceptions of purpose, structure and curricula are becoming increasingly more diffuse and ambiguous." (p. 60)

Unfortunately, our critics and many policy-budget makers are asking with increasing frequency the real justification for retaining the degrees. Unless we do a better job of articulating the purpose(s) of graduate study in Education, we will become "architects of our own demise." There are just too many competing priorities in this era of increasing budget austerity to sustain historical tradition, and particularly one that has continually been criticized from both within and without the university community.

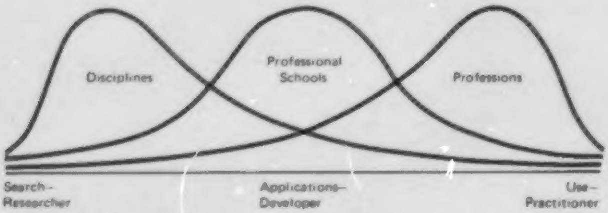
Cremin (1977) traced the evolutionary development of doctoral programs in Education at Teachers Colleges, Columbia University, and Harvard University. He concluded as follows: "And it seems to me that the principal generalization one must draw from the data is the inescapable fact of devolution. For all Russell's high aspirations to create a profession of education comparable to the professions of law and medicine, the drift in practice was steadily away from that goal. Even more important, the students who came for advanced training had already learned their professional roles in the field and were returning to the university for a limited amount of specialized knowledge and for eventual credentialing . . ." (p. 16)

Logically, a high degree of congruence should exist between purposes of doctoral study and degree structure. However, as purposes have become diffused and ambiguous, so have the degree structures—Ed.D. and Ph.D. Cremin (1977) reports, "That this drift was national rather than local in scope is documented by two studies of the doctorate in education undertaken in 1958 and 1969 by the American Association of Colleges for Teacher Education (in the latter instance, in collaboration with Phi Delta Kappa) . . . Nothing emerged more clearly from these surveys than that neither the Ph.D. nor the Ed.D. programs in education had much in common from one institution to another, beyond the elemental fact that they provided advanced training. As between the Ph.D. and the Ed.D. the studies concluded that the sole distinguishing difference inhered in the foreign language requirement traditionally associated with the Ph.D. As regards any common core of subject matter generally associated with the doctorate in education, the only requirements common to as many as half the programs across the country were educational measurement and statistics, educational psychology and philosophy of education. Beyond that, everything else connected with the doctorate, except the financial and personal difficulties attendant on earning it, could be subsumed under the rubric 'diversity.' " (p. 17)

The field of education lacks a stable knowledge base for the variety of its educational endeavors. Unlike many professions, we are reluctant or unwilling to identify and describe those organized bodies of knowledge which we assume all educators have studied and mastered. Nor can we agree as to the approach required for study of the knowledge base. Ryan (1979) described the problem as follows: "Our cross-campus colleagues are also put off by the uneven knowledge base in education which is not well-organized. We draw a little bit of sociology here, some social psychology there, a bit of anthropology from another place. Our colleagues are confused by education's odd blend of theory and practice, of concepts and skills, of empirically-derived knowledge and folklore . . ." (p. 113)

Gordon (1979) proposes that faculties in schools of education have difficulty with defining their own concept of what should be the nature of their professional role and the knowledge associated with it. He states, "In the university setting it is the task of academic and scientific disciplines to describe how things are and how they work. It has been the task of professional schools to teach how to design and make things, and from this perspective, Schools of Education are engineering schools. But according to Simon, engineering schools have become schools of physics and mathematics; medical schools have become schools of biological sciences; business schools have become schools of finite mathematics . . . It is an important distinction that Graduate Schools of Education need to address. We should seek our legitimacy through high-quality, rigorously-intellectual endeavors in the design field and not attempt to emulate the descriptive sciences." (pp. 38-39)

Howsam, Corrigan, Denemark, and Nash (1976) propose one theoretical model which may provide a frame of reference for analyzing and resolving some of the aforementioned issues and problems. They state, "Universities are institutions established to achieve significant social purposes. The most fundamental of these purposes is the pursuit of valid knowledge . . . Valid knowledge cannot readily be described in discrete terms. It is more adequately described as a phenomenon that exists along a continuum that stretches from the search for pure knowledge at one end to uses of that knowledge at the other. Scholars in the disciplines perceive themselves as researchers; their interests lie predominantly toward the search end of the continuum. Professional practitioners are primarily concerned with the applied uses of knowledge . . . Professors in the professional schools on the university campus have a strong interest in developing the valid knowledge base of the profession which they represent . . . The hypothesized modality of interests for the three groups can be illustrated by placing curves along the continuum (Figure 4, pp. 57-58)."



INTERESTS ON THE VALID KNOWLEDGE CONTINUUM

FIGURE 4

Consequently, Howsam, et al. propose that, "Professors of Education are professional educators whose graduate programs prepared them for a continuing professional service. They expect to be involved in a lifetime of teaching, educational development, and professional service. They do not come to higher education to adopt the lifestyles of academicians in the disciplines. The disciplines exist for a purpose . . . to contribute to the pool of valid knowledge upon which the professions depend. Professions and professional schools exist for a different purpose, to develop and disseminate a professional technical culture suited to the needs of practitioners." (P. 59)

### Implications for Doctoral Programs in Special Education

The contextual scene in higher education can be characterized by increasing fluidity, instability, and uncertainty. This aura has already impacted on many programs and can be expected to continue in the 1980's. Problems of cost, efficacy, overproduction, proliferation, and redundancy are present on most campuses today. Virtually every program, or at least its component parts, carries the potential for elimination, reduction, or consolidation. The axiom of justification predicated upon historical tradition will no longer suffice as a basis for continued program existence. Those predicated upon justifiable need, quality production, and/or defensible missions will most likely survive the ravishing forces present today.

Similarly, programs in Schools, Colleges, and Departments of Education (SCDEs) are being challenged from an array of sources for many of the same reasons associated with higher education in general. Limited human and material resources simply preclude the additive function as a means to attain program goals. Cyclical priorities will have to be established and programs will constantly be confronted with the dilemmas of *renewal, reorganization, revision,* and *retrenchment* if viability and credibility are to be retained in existing programs or new programs added.

Central to the future of SCDEs is the role of governance within the education profession. The number of agencies impacting on various programs, either directly or indirectly, escalates each year. In all probability our vulnerability as SCDEs will continue to increase unless we as members of the profession can achieve greater consensus and understanding about the purpose and substance of our existence.

Current empirical evidence suggests that special education programs in institutions of higher education enjoy a relatively high degree of status. They are generally perceived as viable and contributing to the varied missions of higher education in today's society. These programs have benefited from the dynamic support systems established for exceptional persons in various societal sectors, a force not shared by many other educational programs. However, these programs, including doctoral programs, have no guaranteed immunity from the prevailing unstable forces affecting higher education and the education profession. They, too, like all other programs will have to be confronted with the tasks of *renewal, reorganization, revision,* and *retrenchment* if progress is to be made.

What, then are some of the needs that doctoral programs in special education might anticipate the next several years, given the current scene in higher education?

1. The need to retain and strengthen communication systems with the various support systems for exceptional persons in the public sector.
   Who are the supporting publics? Do they have an opportunity for input? How can increased support be obtained? Are they aware of what is happening in doctoral programs? Do they share in the accountability and responsibility for doctoral study? Do they support the concept?
2. The need to reexamine the rationale for doctoral study in special education.
   What are, and what should be, the assumptions underlying doctoral study? Who should determine their validity? On what basis should this be done? Are there certain constants of purpose that do not change as the field changes? Who needs a doctoral degree? How many are needed? Who should control doctoral programs? Is a specialized versus generalized doctoral degree required?
3. The need to reexamine the nature of doctoral degree structures and requirements.
   Are they viable for a profession as contrasted to the academic disciplines? Do we need multiple degree structures? Are the requirements designed for competence and proficiency or are they artifacts, remnants of tradition? Should there be some degree of consistency between institutions? Where should doctoral study take place?
4. The need to more clearly identify and articulate the nature of the knowledge base required prior to and during doctoral study.
   Do we have consensus as to what this should be? How should it be organized? Where and when should it be taught? Who should teach it?
5. The need to maintain the financial base for doctoral programs.
   What other financial support systems can be utilized to augment State and Federal support? If augmentation of finances is not possible, what alternatives could be considered?
6. The need to carefully articulate the meaning of quality production in doctoral programs.
   Which institutions should offer doctoral study? What should be the

standards associated with quality control? Who should determine them? How should they be measured?

7. The need for information retrieval systems on a national, state and local level that can provide historical and current data as a basis for futuristic planning.
   Where does one go to secure historical and current data? What types of data should be collected? Who should do it?

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## SECTION III

# THE FUTURE NEED AND MISSION FOR DOCTORAL PROGRAMS IN SPECIAL EDUCATION

In attempting to determine the need and mission for doctoral programs during the 1980's, it is necessary to consider more than just the field of special education. One must be aware of the forces which underlie the fiscal support of our institutions of higher education such as: a) the status of the national economy; b) the impact of expanding technology; c) national priorities; and d) federal legislation and funding for school districts, state departments of education and institutions of higher education. Broad external sources of influence such as these have an impact on the supply and demand of existing and future job markets, the amount of fiscal support to higher education, and the number of students who will attend colleges and universities during the next decade.

## The Future Need for Doctoral Programs

Although the field of special education cannot completely predict the direction and effects of the major forces which act upon our society, the field can take an action-oriented response by estimating the need for doctoral graduates during the 1980's. A needs assessment based on accurate data is essential if the field of special education is to justify the future support of doctoral programs.

In the past, needs projections in education have usually been done by someone in the state or federal government, a professional organization or a university. Unfortunately, such efforts have been sporadic, usually in response to pressures for immediate projected planning, and the quality of procedures used varied with the experience and competence of the person doing the study. What is needed in education is a mechanism or mechanisms which can systematically gather the needed data and information, analyze that information, and make accurate long and short-range projections.

In order to make as accurate a projection as possible, it is necessary to investigate the present demand for and supply of doctoral graduates and relate these data to the economic and demographic projections for the 1980's. Projections might be generated in one or both of the ways discussed below.

### Acquire a Data Base

A data base is essential if the field of special education is to project program plans for doctoral training and make decisions based upon available and/or projected resources. An adequate data base will provide information concerning the supply and demand for: a) research and scholarship roles related to particular disciplines; b) professional schools, whose mission is acquiring a valid knowledge base for the applied uses of knowledge; c) practitioners in the field; or d) doctoral graduates who are capable of fulfilling a variety of roles.

In order to make accurate projections concerning the future need for doctoral level personnel, it is necessary to gather specific supply and demand data such as:

1. Status Study of Doctoral Programs -
   A) The number and location of the programs.
   B) The number of completed doctorates in each area of study.
2. Status Study of the Number of Doctoral Graduates -
   A) Employed:
      1) In their field of study.
      2) In other fields.
   B) Unemployed
3. Estimates of Unmet Needs.
4. Access to Relevant Economic and Demographic Data Related to Program Support.

Some of these kinds of data and information are already being gathered by various groups. Although certain components of a data gathering system are already in place and functioning, the kinds of data being gathered are inconsistent; when, where, and how the data are gathered varies from agency to agency, and there is no ongoing systematic plan. The problem is to create a system for gathering and analyzing relevant data and information for decision making.

One approach to resolving the data gathering issue for special education is for the Bureau of Education for the Handicapped, USOE, to establish a data gathering system involving other pertinent federal agencies, state departments of education, and institutions of higher education. Since many components are already in place, an organizational structure and operating procedures are needed. A central ongoing system would provide continuity, coordination of agencies, and encourage cooperation in the data gathering effort. The Bureau of Education for the Handicapped already has a large quantity of data which is not retrieved, collated, or summarized.

A second approach would be to involve the federal government in contracting the task to a professional agency or agencies.

### Authoritative Opinion

A valuable source of futuristic projection which should not be overlooked is the expert opinion of authorities, who have a long history of experience. This kind of input could be obtained through a national conference, invited papers to journals, or a monograph sponsored by a professional journal. Although expert opinion can be used to analyze project needs and make recommendations, a mechanism for decision making is still needed.

### Implications

Both an information data base and expert opinion can be helpful in projecting the need for doctoral level graduates during the next decade. Armed with this appropriate information, answers can be provided for the following critical questions confronting our institutions of higher education such as:

1. How many doctoral graduates will be needed during the next decade?
2. Which markets are shrinking?

3. Which markets are expanding?
4. Should existing doctoral programs be reduced to the level of actual need? Who should make this decision?
5. How can existing programs be modified to meet the needs of new markets?
6. How well do existing programs prepare graduates to meet the needs of new markets?
7. What kind of market opportunities can be created in the field?
8. How can doctoral programs survive recurring cycles of student expansion and reduction due to economic factors, national priorities, and job opportunities in the field?
9. What kinds of special versus generic training should exist in a doctoral program?
10. How can joint doctoral programs be developed between departments and colleges?

It should be noted that data alone will not answer all of these questions. When all of the data have been gathered, many questions will still require value judgments.

## The Mission of Doctoral Programs

It is essential that personnel, who are responsible for developing and operating doctoral training programs and the consumers who employ doctoral graduates, arrive at a definitive statement of the mission of the doctoral program. Regardless of whether the field of special education can arrive at a consensus mission statement, it is critical that each doctoral program generate a stated mission. From this stated mission all decisions about the program should logically follow. For example, the differences between the Ed.D. and the Ph.D. degrees have always been somewhat blurred. With the substitution of cognates for foreign languages the distinction between the Ph.D. and the Ed.D. has become even less pronounced. The differences seem to lie primarily in the area of research and residency requirements. The larger question which emerges is "What should be the major goals of doctoral programming for the 1980's?" The purpose of this section is to highlight some of the issues which should be considered in developing a statement of mission for doctoral programs in special education.

### The Impact of Legislation on Mission

Federal legislation was one of the major forces having an effect on the mission of doctoral programs. "At first, support went mainly to research and leadership training, but in more recent years funds have begun to flow directly to state and local school systems" (Reynolds and Birch, 1977). In 1954 the Cooperative Research Act, Public Law 83-531, authorized cooperative research in education through grants to institutions of higher learning and state and local education agencies. In 1958, Public Law 85-926 provided support for the expansion of teaching in the education of mentally retarded children through grants to colleges and universities and state education agencies. The intent was to prepare professional personnel who would in turn train or supervise teachers. Under Public Law 88-164, Section 301, personnel were trained to work in all areas of special education. With the passage of Public Law 94-142 in 1975 all handicapped children were assured a free and appropriate public education and a variety of accompanying rights.

With the advent of these laws, funds became available to study the needs of handicapped children and the status of special education in the United States. Institutions of higher learning were encouraged to prepare leadership personnel for research, teacher training, and service. As a result, during the 1960's, university training programs multiplied across the country to train teachers, teacher trainers, researchers, and administrators for positions in public and private agencies. The number of doctoral programs increased sharply and with a marked variance in mission, operation, and quality.

### Demands of the Field on Mission

Another factor which has affected mission is the pressure from various health, education, and social service agencies and public and private schools, where earned doctorates are required for many leadership positions. Students who apply for doctoral training often have a specific role in mind with respect to the job market; i.e., prospective doctoral candidates frequently have an expectation that they will be prepared for that role, as well as acquiring other useful skills and knowledge. To a considerable extent this is understandable since these doctoral candidates expect to be employable in the job market upon graduation. The realities of the job market have had an effect on department, college and university committees involved in planning and implementing doctoral programs. The end result has been that institutions of higher learning find themselves trying to educate scholars, and at the same time attempting to cope with the pressures of the job market, demands of public and private agencies, and the expectations of their doctoral students.

### Defining the Mission

At present, some disagreement exists as to the mission of the doctoral program in special education. The task or function of preparing doctoral level personnel may be viewed from three perspectives.

1. *To Prepare Scholars and Researchers*

Traditionally, the doctorate has been a scholarship degree. In his position paper, Prehm (1979) wrote:

> To be a scholar is to be a learned person. To be a scholar implies that one has mastered a body of knowledge, is committed to inquiry, to obtaining the answers to questions through the collection of information, to the testing of hypotheses, and the application of logic to the data at hand. To be a scholar implies that one is capable of identifying significant questions, analyzing the components of the questions, synthesizing and integrating information from disparate sources and applying that information to the question at hand, and communicating the results of our scholarship. To be a scholar implies that one has a commitment to scholarship.

> Scholarship is a way of thinking and behaving that impacts on all aspects of our professionalism. Scholarship is not confined to research but should be the foundation for our service, teaching, and research activities. Our scholarship should be evident in all of our professional activities. It is the central trait in the doctoral level special educator's performance.

Most educators would probably agree that scholarship should be the central core of programs preparing doctoral candidates.

In the past, the majority of doctoral graduates took positions in universities. Will this be true during the 1980's? Will "scholars" be needed for other roles in our educational system? How can scholarship be made an integral part of preparation for different educational roles? The place of scholarship must be made clear in each doctoral program.

### 2. *To Prepare Practitioners*

Some programs prepare practitioners at the doctoral level to function in various roles in public and private schools or agencies, as well as for positions in the state and federal government. The Ed.D. is supposed to characterize the practitioner's degree, but many Ph.D.'s are employed in applied practitioners roles.

It has been argued that doctoral preparation is not required for successful performance in many practitioner positions currently held by doctoral level staff. Although a definite need exists for individuals to fill specialized roles, concern has been expressed about the wisdom or desirability of training doctoral candidates for specific roles.

Nevertheless, public and private agencies have been recruiting more highly trained and more highly qualified personnel to administer and staff the mandated programs in special education. The current trend toward cost-efficiency accounting has forced agencies to write role descriptions for the many specialized roles at the teacher, supervisor, and doctoral levels as required by Public Law 94-142. Competency-based practices demand the employment of personnel who have specific skills and knowledge, particularly in the face of due process hearings and civil court actions which are becoming more frequent. The responsibilities for children, physical plant, program development, busing, civil rights, program operation, and evaluation are so great that roles in public schools and agencies are being upgraded.

### 3. *To Prepare Professional Developers*

A unique role seems to be developing in the university setting. For many years, institutions of higher education have had professors on their staffs whose major focus has been in the application of theory and research. These professors were primarily involved in helping practitioners apply that knowledge. Public school systems have also shown growing interest in employing a staff person who knows theory and has the skills to study practical problems and help the staff find ways to apply that knowledge.

Because of the reward system in many universities, this kind of developmental role does not always fit the university teacher-trainer or scholar-researcher pattern. The pressures for service and administration in the public school do not leave much time for developmental activities. Nevertheless, this kind of developmental role is essential to bridge the gap between theory and practice.

### Summary of Recommendations

The field of special education must justify the support of doctoral programs during the 1980's with accurate needs assessments and clear statements of mission.

### Develop a National System for Needs Projections

The demand for and supply of doctoral graduates must be related to economic and demographic projections for the 1980's. A systematic ongoing process is needed for gathering and analyzing relevant data and information for decision making. The Bureau of Education for the Handicapped could provide the leadership in developing a system involving federal agencies, state departments of special education, and institutions of higher education. This would provide an organizational structure, operating procedures, continuity of effort, and the necessary coordination to gather and analyze the necessary information for accurate needs assessments.

Authoritative opinion is another approach to needs assessment. Professionals with a history of experience in the field can provide valuable insights into futuristic projection. To take advantage of expert opinion, however, will require identifying those who could make such contributions, and either bringing them together for discussion and planning or encouraging papers or monographs to be written by individuals. Both a data base and expert opinion can be helpful in projecting the need for doctoral level graduates.

### Generate a Definitive Mission Statement for Doctoral Programs

There are a number of issues which must be considered in developing a statement of the mission(s) for doctoral programs in the 1980's. Each doctoral program should generate a definitive statement of mission. Furthermore, it would be helpful if the field made an effort to arrive at a consensus mission statement concerning the goals of doctoral programming for the 1980's.

If we accept the premise that doctoral programs in institutions of higher education should be a major source for preparing leaders in special education during the next two decades, agreement must be reached concerning the mission or missions of doctoral training programs; such agreement is one of the most important decisions confronting our field today. Indeed, all of the other issues addressed in this text hinge on this decision.

There is a need for scholars in all facets of our educational system. It is unrealistic to believe that all leaders, all research, all knowledge, all theoretical constructs originate from within our universities. To be a scholar; a learned person; to master a body of knowledge; and to be committed to inquiry is the hallmark of the person—not the place where he/she works or the role held, be the role researcher, university professor, or a service position.

It is incorrect to assume that the roles of the scholar and practitioner are mutually exclusive. Scholarship should be an integral part of the preparation of the doctoral candidate. Perhaps, the question which should be answered is, "How can both scholarship and practice be combined within a doctoral program to train the leaders of tomorrow?"

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# SECTION IV

# CONSIDERATIONS FOR DOCTORAL PROGRAMMING

Doctoral programming may be viewed as a process which begins with the recruitment and selection of a student and ends with graduation. This section includes discussions of four critical issues which impinge upon quality doctoral programming: a) recruitment and selection of doctoral students; b) scholarship and research competencies; c) practicum and internship activities; and d) generic competency based programming.

## Considerations in the Recruitment and Selection of Doctoral Students

In order to locate the most promising doctoral candidates, it is important that departments of special education establish formalized recruiting procedures. In fact, recruitment should be an integral part of faculty responsibility. Former students, colleagues, and members of local and state educational agencies should also be included in the recruiting effort. To be in concert with the Civil Rights movement, special efforts should be made to recruit minority group members and females.

Although brochures describing doctoral programs are useful, many outstanding candidates are attracted to universities through personal contacts with faculty members. These kinds of contacts are typically made in university classes, local educational agencies, state departments of education, workshops, conventions, and professional meetings. A continuous effort should be made to identify outstanding individuals who have demonstrated exceptional leadership and scholarly potential and to encourage them to pursue the doctorate.

Although the identification of potential doctoral candidates is the critical first step, it is just the beginning. The individual recruiter must be able to relate the benefits of doctoral training to the candidates' professional and personal goals. This requires a certain amount of knowledge about the doctoral program, an overview of the steps in completing a doctorate, and the financial assistance which might be available. An organized recruiting program for prospective doctoral students will increase the number of quality candidates from which to select in the applicant pool.

The selection of doctoral students should be undertaken by a committee which has generated standards of criteria for admission. Many different kinds of criteria have been used to select students. Selection criteria often include variables such as:

a) The Miller's Analogies Test
b) Graduate Record Examination
c) Grade point average for undergraduate and master's work
d) Personal interview
e) Written recommendations
f) Prior work experience

g) Examples of written work
h) An earned bachelor's and master's degree
i) Life experiences
j) Personal statement about the reason for pursuing the doctorate
k) The extent to which faculty expertise can accommodate student goals

These criteria differ from institution to institution, from department to department, and are often applied inconsistently within the same department. Some of these variables reflect quantifiable scores or objective measures of achievement. Others are less objective and are more subject to interpretation.

There is some disagreement with regard to which variables can more accurately predict who will be an excellent student and subsequently a competent professional. Part of the disagreement over which variables should be used may arise because different professors and different programs are seeking different kinds of students with different kinds of skills and qualities for different roles.

Existing data already are available with respect to the accuracy of many of the traditional predictors. Studies are needed, however, to find out which combinations of variables are the most accurate predictors for different kinds of professional skills or roles. This information could be very useful to departments in choosing predictors for making decisions about doctoral applicants.

There seems to be a variety of opinions as to whether there should be differentiated standards of admission for those with a research emphasis versus a service orientation. Many believe that people who go into research should also be familiar with and have a certain amount of experience and competence with practical application and service for the handicapped. Similarly, those who are being prepared for service should have a basic knowledge of theory and research. This point of view expects the doctoral graduate to be a "graduate for all seasons" with competency for research, training or service responsibilities.

In contrast, others argue that the skills and competencies are quite different for researchers and service-bound personnel. A competency-based curriculum would certainly have a common core, but in order to develop in-depth skills and competencies it is necessary to choose students who have particular aptitudes. This point-of-view would require both a common and differentiated set of criteria for applicants with different goals.

## Scholarship and Research Competencies

Special education is an applied field, and whether or not the field moves forward during the next decade depends upon the extent to which members of the field: a) advance the present status of knowledge; b) obtain a greater understanding of the nature of handicapping conditions; c) develop more effective ways for identifying and diagnosing exceptional children; d) create more effective instructional methods; e) construct more effective delivery of service systems; f) adequately evaluate the results of efforts; and g) employ scientific methods of investigation to the problems in our field. To accomplish these tasks and improve professional practices will require the preparation of a core of scholars and researchers in the field.

In his position paper, Prehm (1979) described "research" as follows:

> Research is a process in which one (a) asks questions, (b) seeks objective answers to those questions in such a way that someone else can easily follow the same procedures, and (c) shares the answers(s) to the question. The objective of this process is the specification of unequivocal relationships between variables. Repeated demonstrations of the unequivocal relationship establishes that relationship as a fact. Through the application of this process one attempts to understand and explain the relationship observed.

The subject matter of research, evaluation, and development skills should represent a broad range of the special education knowledge base, such as: learner characteristics; research design; instrument design; instructional design; research ethics; program development; administration; ethical and legal practices; problem solving; and skills in speaking, writing, and dissemination.

With respect to quality, doctoral students should possess writing and research skills that are not dissimilar from doctoral level students in the social sciences. Course work in computer science, treatise and scientific writing, research design and methodology should be emphasized as it is for non-education students. In brief, special education doctoral graduates should be exposed to the same standards of excellence required of doctoral candidates in other learned fields.

Although the inclusion of skills in research, evaluation, and development are necessary for a strong doctoral program, consideration must be given to the professional needs and future aspirations and goals of the doctoral students. Program balance must be maintained between the essential basic research skills and the needs and personal goals of the individual student.

Research, evaluation, and development activities may be inhibited in an institution of higher education for a number of reasons:

1. The orientation of the college.
2. The attitude of the faculty.
3. The reward system.
4. Lack of access to research settings in public or private schools, hospitals, or state agencies.
5. Lack of faculty skills in research, evaluation, or program development projects.
6. Prohibitive time allotted to teaching and to student advisement.
7. The lack of secretarial help.
8. The lack of assistantships.

All of the above may inhibit scholarly effort and research and demonstration activities. The administration of institutions of higher education must create a climate which is supportive of research and development activities.

Scholarship and research are the basic foundations for all doctoral programs. Leaders in special education need to be well-trained to identify, examine and solve problems. In this way, the field will have the capacity to respond to needs, crises, and trends.

## Practicum and Internship Activities

"Practicum may be defined as any required, supervised experience, which has as its primary purpose the satisfaction of requirements and the achievements of specified objectives" (Paul, 1979). The primary purpose of practicum experience is to help students acquire information and knowledge and attain proficiency in technical skills through actual performance and application. In his resource paper, Paul (1979), discussed the place practicum has in the professional socialization process of helping students develop certain professional attitudes and identify with their chosen profession.

Practicum experiences are used to help students initially learn and attain a certain level of knowledge and/or skills. In contrast, internship experiences are used to give students the opportunity to work in a position of responsibility and authority as professionals, while at the same time receive on-the-job supervision. An internship is usually a full-time job, but part-time internships are possible, provided the intern's status as a regular "staff person" is not affected. In many cases, interns are placed on salary. The line between practicum and internship should be sharply drawn to differentiate the two in terms of when the experience occurs, the amount of authority and responsibility given to the trainee, the amount of time on the job, the degree of supervision required, and whether or not financial remuneration is received.

Several kinds of practicum-intern experiences, can be made available to doctoral students. These include experience in: advanced clinical practice in teaching children; teacher education; administration; research, development, and evaluation activities; supervision; clinical experiences; and inter-personal relationship skills. These kinds of activities can be made available through local educational agencies, private parochial schools, hospitals or other public service agencies, institutions of higher education, and state or federal agencies. Regardless of the kind of location of practicum-intern activities, decisions concerning "what, where, and how" must be determined by the mission or goals of the doctoral program.

There seems to be a difference of opinion as to how much emphasis should be placed on practicum and internship training at the doctoral level. Certainly the kinds of experiences a student brings into the program is a major consideration in deciding what kinds of practicum-internship experiences are needed, where they should take place, and how many different kinds of experiences are needed. On the one hand concern exists that over-emphasis on practicum-internship experiences will distort the doctorate. Students may not have time to take advantage of the kind of instruction which is unique to a doctoral program. On the other hand, there is concern that the de-emphasis on practicum-internship experiences will result in "leaders" who are unfamiliar with the pressures confronting practitioners, who have not had the opportunity to demonstrate their strengths and weaknesses in a field under supervision. They graduate without having their professional weaknesses identified and improved. A case could be made that all doctoral training should be practicum-based if you include practicum in research, training, and service activities.

A number of questions should be considered in developing a practicum internship experience:

1. What is the mission or goal of the program?
2. What are the goals of the individual student?
3. What kinds of background experiences should be required for admission to the program?
4. What kinds of generic practicum or internship experiences should be provided to all students?
5. What kinds of specialized practicum or internship experiences should be provided for different kinds of specialty training?
6. How much time should be devoted to practicum-internship activities?
7. How should practicum and/or internship sites be selected?
8. When should they be scheduled in the doctoral program?
9. Who will have the responsibility for supervising the student?
10. How much staff-time will these activities take?
11. How will practicum-internship activities be evaluated?

One of the greatest determiners of the success or failure of a practicum and/or internship experience is the site that is selected. The philosophy and competence of the personnel at the site will affect the kind of experience that the students will have. Institutions of higher education must develop a peer relationship with the sites. Consortium arrangements can be made between the problem orientation of the service agencies and the problem solving capabilities of the institutions of higher education. The universities must live up to the obligation owed to the practicum sites and insure that the arrangement is beneficial to the site as well as to the university.

## Generic Competency Based Programming

The term "generic competencies," as applied to doctoral programs, generally refer to the skills and/or knowledge assumed to be necessary for doctoral study; however, the term "generic competency" has not been clearly defined. Certainly, one of the most basic issues concerning generic competency-based programming is how broad the competencies should be.

To some, generic competencies refers to a common core of training experiences which should be required of all doctoral students in special education. Those who hold this point-of-view believe that such competencies should reflect the basic skills and understandings which cut across all fields. In this regard, role preparation should not be incorporated into the generic competencies. Another point-of-view maintains that generic competencies should be unique to individual goals, areas of specialization or roles.

Lilly (1979) discussed the advantages and drawbacks of competency-based doctoral planning in his resource paper. Chief among these is the need to encourage trainee-based identification of needs and experiences, which is counter to many definitions of competency-based personnel preparation. Departments of special education must seek ways of addressing the issue of requiring basic competencies, while maximizing the individualization of doctoral programming. In his resource paper, Lilly (1979) presented a process for dealing with this issue.

Another major concern which exists is "How to select generic competencies?" To what extent should students be involved in the selection of generic competencies? Advisors? Departmental, College, or University committees? Professional organizations? The state and federal governments? Once decisions have been made about competencies, concern arises about the pressures being applied to follow them in a very rigid and prescribed fashion.

At present, there is some question as to whether there is any empirical basis for selecting generic competencies for doctoral programming. Doubt also exists that many doctoral level capabilities, professional attitudes and behavior can be described as specific competencies. If such generic competencies were in fact operationalized, the question must be raised as to whether it would be possible to earn a doctorate simply by demonstrating the competency without the normal course-work, credit hours, and residency requirements.

In order to determine whether or not "competency level" has been achieved, students must be evaluated. In this regard, concern must be expressed that the pressure of developing skills to demonstrate performance might in some way reduce scholarly effort in studying theory, concepts, thinking and debate.

Finally, the knowledge explosion in special education has made it almost impossible for anyone to develop an in-depth knowledge of the various aspects of the field. Also, there are very real pressures that exist for specialization at the doctoral level as opposed to generic training. Many positions demand specialized skills. How role specific should generic competencies be?

Despite all of the questions, concerns, and issues about the concept of "generic competence" based programming, many professionals and departments do agree that a common core cuts across: a) all fields; b) education; c) special education; and d) areas of specialization and specific roles within special education. Most would also agree that regardless of career choice, doctoral graduates usually find themselves involved in research and development, training and service activities to greater or lesser degrees. Career choices are also subject to change.

At this time many professionals are exploring different alternative approaches to constructing "generic competencies" as a basis for programming. While this exploratory effect is underway, restraint should be shown by those in authority relative to imposing standards on the field under the guise of "quality control." The answers to the issues and concerns regarding generic competencies can be resolved by the field, and the field should be encouraged and supported to engage in this task. In time, sufficient experience and data should be accumulated which will permit sound decisions to be made with respect to quality control.

## Summary of Recommendations

Doctoral programming begins with the recruitment and selection of prospective doctoral candidates and ends with graduation. There are four critical issues which need to be addressed in order to upgrade doctoral programming.

## Procedures for the Recruitment and Selection of Students

The probability of enrolling quality doctoral candidates is increased by establishing formalized recruiting procedures. All faculty, former students, colleagues, and members of state educational agencies should be involved in identifying outstanding candidates. Faculty must learn how to relate the program to the prospective students' needs. Selection should be made by a committee which has established standards of criteria for admission.

## Increased Scholarship and Research Competencies

The future of the field of special education is dependent upon the extent to which the field is able to advance the current status of knowledge in order to cope effectively with the problems of the 1980s. These tasks will require the preparation of a core of scholars and researchers. Among the skills which must be taught are research design; computer science; instrument design; instructional design; research ethics; program development; administration; ethical and legal practices; problem solving; and skills in speaking, writing, and dissemination. Program balance must be maintained between the basic scholarly research skills and the personal goals of the students.

## Provide Practicum and Internship Activities

Practicum and internship experiences should be included in doctoral programs to provide students with the opportunity of applying theory and to assist in the development of the professional socialization process, forming professional attitudes, and to help students identify with their chosen profession. The amount of emphasis placed on practicum and internship is related to the mission of the program, the needs of the student, and the philosophy and teaching style of the faculty.

## Develop Generic Competency Based Programs

Departments of special education should explore the issue of requiring generic competencies as a basis for programming, and at the same time trying to maximize individualization in planning doctoral programs. There are a number of critical questions which need to be answered with respect to generic competency based programming:

1) Do generic competencies consist of a common core of training experiences required of all doctoral students?
2) Are generic competencies unique and specific to areas of specialization, roles, or individual goals?
3) What are the advantages and drawbacks of competency-based doctoral programming?
4) What process is used for selecting specific competencies?
5) Who selects generic competencies? Students? Advisors? Departmental, College, or University Committees? Professional organizations? State or Federal government?

6) How does one determine that the competency level has been achieved?
7) Would it be possible to earn a doctorate by simply demonstrating the competency without the normal coursework, credit hours, or residency requirements?

The answers to these and other questions should be resolved by the field through careful exploration of different approaches to competency based programming at the doctoral level.

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## SECTION V

## CONTINUING EDUCATION FOR DOCTORAL FACULTY

Effective doctoral advisement makes the assumption that the advisor will assist the doctoral candidate in becoming ". . . an educated person, competent in a specialization, able as a teacher, and willing to contribute significantly to the knowledge underlying the discipline and to the welfare of the society of which he or she is a part" (The Council of Graduate Schools in the United States, 1979).

In order to assist doctoral candidates in achieving a certain standard of competency, as well as helping candidates realize their personal goals, doctoral advisors must keep up-to-date with developments not only in their area of expertise, but in the society in which they live. This is not an easy task, because education today is characterized by rapid changes and new developments in values, ideas and conceptual thinking, technology, statistical methods, and computer capabilities. This knowledge explosion is best reflected by the vast number of new books and articles which are published each year. In addition, fluctuations in the economy, advances in human rights, and new legislation all have an impact on education.

The doctoral advisor's job becomes even more complex when one considers the diverse kinds of knowledge, skills, competencies, and professional goals required of various doctoral candidates. It is difficult for even the most able scholar to keep abreast of the times.

Today's doctoral advisors are training tomorrow's educational leaders. It is the responsibility of every institution to insure that advisors meet a certain standard of excellence before they are permitted to advise doctoral candidates. Furthermore, this minimal qualitative level must be maintained. This section discusses some of the steps necessary to improve the contributions of doctoral faculty through continuing education.

### Determine the Criteria for Doctoral Advisement

The first step toward assuring quality doctoral advisement is to determine what kinds of criteria faculty should meet before being permitted to advise doctoral candidates. University and college graduate schools generally specify minimal criteria. These criteria should be studied periodically by an appropriate committee to determine if other criteria should be added. Criteria for advisement might include the following:

1. Qualifications of the faculty member
    - A. Writing skills - publications
    - B. Research record and graduate development
    - C. Demonstrated competence in college instruction
    - D. Demonstrated competence while serving on doctoral committees
    - E. Service on selection, program planning, and examination committees
2. Commitment to preparing leaders who are proficient in the full range of professional activities beyond the coursework

3. Demonstrated familiarity with the mechanics of program advisement and resources within the university
4. Related field experience as teachers, clinicians, supervisors, administrators, psychologists, etc.

The approval procedures for permitting doctoral advisement are usually implemented through a peer review system, which thoroughly reviews the credentials of applicants. In those instances where the university standards do not seem sufficiently rigorous, the college or department might generate more appropriate criteria. The criteria being used in institutions of higher education for rank, are not necessarily analogous to competence relative to doctoral advisement.

## Conduct a Needs Assessment

An assessment of faculty needs with respect to doctoral advisement is the first step in developing a continuing education program for doctoral advisors. This could be done by a faculty committee at either the college or the departmental level. A needs assessment should reveal the kinds of desirable continuing education objectives relating to doctoral advisement. Examples include:

*Technical Skills*

1. Statistical Methods
2. Computer Programming
3. Research Design
4. Scholarly Writing

*Specialized Knowledge*

1. New methods for the identification and assessment of handicapped children.
2. New special educational methods of instruction.
3. New legislation for the handicapped.
4. New service delivery systems.
5. New information from related disciplines.

*Developments in the Field*

1. Knowledge of the needs, issues and problems confronting public and private schools, state education agencies and the Federal government.
2. Knowledge of different career options and goals.
3. Knowledge of state and federal legislation.
4. Legislative action.
5. Program and service alternatives.

*Advisement Skills*

1. Knowledge of university policy and procedures concerning the mechanics of advisement.
2. Basic counseling skills.

It is important to remember that differentiated role patterns are frequently needed for faculty in a college. Roles might emphasize teacher training, research, administration or a clinical component. Although a continuing education program for advisors should include certain generic skills, the program should also meet the unique role needs of the doctoral advisors.

### Develop Basic Principles and Assumptions

If some kind of continuing education is to be initiated for doctoral advisors, it is necessary to develop basic principles and assumptions upon which a sound program can be built. A number of issues must be resolved before planning a continuing education program for doctoral advisors. For example:

1. What roles should a college of education or a department of special education play in continuing education?
2. Should continuing education be required or should participation be voluntary?
3. Would mandatory continuing education infringe upon an advisor's academic freedom?
4. What kinds of procedures or what type of organizational plan should be used to implement continuing education for advisors in special education?
5. How can programs in continuing education be monitored for quality control?
6. Must faculty in continuing education demonstrate a change in competence or does change occur primarily in information-acquisition only?
7. To what extent should faculty growth in competence and knowledge be assessed?
8. What eligibility criteria for advisement should be used?
9. Should reappointment as a doctoral advisor be contingent upon the successful completion of a specified program in continuing education?
10. How will the continuing education program be supported? (Hardin, 1979)

### Develop a Model for Providing Continuing Education

There is a need to develop models which can be used to organize and coordinate the many continuing education strategies which might be implemented.

#### Departmental and College Options

In her position paper on this topic, Hardin (1979) presented a detailed list of strategies which can be used to implement a continuing education program.

"Following a needs assessment to determine deficits in doctoral advisement, methods can be selected for meeting these needs most successfully. Careful planning must occur over a reasonable period of time and should involve doctoral advisors, doctoral candidates, and administrators concerned with doctoral advisement. Without careful planning continuing education could be fragmented into isolated activities which would be of little value. Objectives should be formulated in relationship to needs, and methods can be selected for use in the educational process. Hopefully, methods selected will be primarily experience-centered with each doctoral advisor actively involved in participation.

The following list suggests some methods for implementing continuing education:

1. Attendance at clinical and seminar sessions during conferences and professional meetings.
2. In-service seminars and staff development programs conducted on college and university campuses.
3. Both short and long-term leaves to participate in post-doctoral study.
4. Participation in cooperative internship with state departments of education, public and private schools, and university departments of special education.
5. Enrollment in short courses or workshops sponsored by colleges and universities.
6. Involvement in self-instructional programs such as those related to computer programming.
7. Membership in special interest groups which pursue an area of study, writing, discussion, or collaboration in research.
8. Participation in field experiences which provide practice in professional activities with the supervision of an authority or expert in the field.
9. Independent study under the sponsorship of a responsible educational agency.
10. Collaboration with advisees in research and scholarly writing.
11. Development and implementation of an innovative procedure or program in the field of special education.
12. Self-assessment through the use of questionnaires for the purpose of initiating self-improvement.

No one of the above methods should be considered superior to all other methods of continuing education. Methodology, to be successful, must match the individual needs of each doctoral advisor." (Hardin, 1979)

### Continuing Education Centers

Continuing education centers could present activities which would be beneficial to faculty members from other schools. A national center for continuing education of doctoral faculty might be developed for intensive experiences, but even such a center should not replace the local options. The major attraction of the national center for continuing education is that it would allow a level of interaction on common problems and permit the sharing of practices which have proven effective.

## Seek Support for the Continuing Education Model

As Hardin (1979) noted, the value of continuing education is well known and has, for many years, been given high priority by many business corporations and professional organizations. In fact, in a number of states, legislatures are requiring certified professionals to participate in continuing education to retain licenses and to practice or maintain adequate certification. "Continuing Education" is an essential activity if professionals are to keep up-to-date.

In contrast, few institutions of higher education have placed a high priority on continuing education for its faculties. The magnitude of the knowledge explosion and the rapid changes that are occurring in our society make it virtually impossible to "keep up" in all required areas. The continual pressure to teach, do research, publish, and provide some degree of service to the community and state do not usually permit sufficient time to achieve or strengthen needed competencies in any degree or depth. Needed continuing education programs are either non-existent, of poor quality, or inaccessible because of time, distance, or money. Finally, little or no encouragement to invest one's self is usually forthcoming from the institution. In fact, even sabbaticals and leaves-of-absence are frequently difficult to obtain. Professional growth is seldom included as a part of the faculty evaluation and reward system. External reinforcers such as financial reward or released time are rarely used to encourage faculty in their continuing education efforts.

Faculty self-improvement is usually viewed as a luxury by the legislative bodies that allocate funds to colleges and universities. Faculty are expected to improve themselves as part of their professional responsibility. If one accepts the logic of this statement, one must, in all fairness, take a long, hard look at the dilemma of the faculty member.

Despite the obstacles, many conscientious faculty are still intrinsically motivated to try to continue their education. It is important that these persons be supported, in some manner, by their institution. Suggestions for dealing with this issue are outlined as follows:

1. Leadership must be identified within the colleges and departments to seek ways and means of establishing an organized program of continuing education.
2. A needs assessment should be implemented to highlight the rationale for an organized continuing education program.
3. Sabbaticals of varying length and frequency should be primarily under the control of the department. This might include short term sabbaticals or leaves of one day, a week, a month, or a semester.
4. Departments should not be unduly limited by the policies of their universities in determining options and reinforcers for personal development. Ways must be found to change policies which limit options.
5. Funds are needed to make certain experiences available to faculty. Ways must be sought to make continuing education more attractive to institutions of higher learning in order to obtain the necessary financial support.
6. Professional growth might be made part of the faculty evaluation and reward system.
7. Colleges and departments should capitalize on the local resources they already have in order to provide continuing education to doctoral advisors.

8. Provisions should be available for faculty members with primary interests in teacher education to pursue such continuing education experiences. Too often, these experiences are assigned secondary importance in comparison to certain types of writing and research.
9. Professional organizations should be encouraged to sponsor topical conferences targeted to facilitating communication among doctoral advisors.

## Establish A System for Evaluation and Quality Control

The concept of continuing education can be interpreted in a vast number of ways and, for this reason alone, requires some system of quality control. A number of questions might be asked about a program of continuing education for doctoral advisors which would provide some insight into the quality of the program. For example:

1. Have the competencies for doctoral advisors been identified?
2. What kinds of options are available for continuing education programs?
3. To what extent is continuing education for professional growth a part of the university, college, or departmental evaluation system?
4. Does each faculty member have an individual development plan?
5. Are faculty required to periodically demonstrate personal growth in skills and knowledge? How?
6. What kinds of leadership and support are given by the college and/or department?
7. Are doctoral graduates asked to give feedback concerning problems arising during their course of study?

Institutions of higher education must develop an evaluation schema for purposes of quality control. Such a schema would necessarily include input from students in as well as graduates of the program. For example, universities might sponsor an annual or biannual seminar to elicit perceptions about perceived relevance and quality of the program. Invitations could be extended to former graduates and representatives of agencies which employ and supervise former graduates.

## Summary of Recommendations

Education is characterized by rapid changes, new developments in values, ideas, conceptual thinking, technology, statistical methods, computer capabilities, and the knowledge explosion. It is difficult for even the most able scholar to keep abreast of these changes. Because doctoral advisors are preparing tomorrow's leaders, all doctoral advisors should meet a certain standard of excellence before being given advisement responsibilities.

### Establish Criteria for Doctoral Advisement

Each department should establish minimal criteria which faculty should meet before being permitted to advise doctoral candidates. A peer review system should review the credentials of prospective doctoral advisors to determine whether or not they have met the criteria.

### Conduct a Skills Needs Assessment for Doctoral Advisors

A needs assessment should be conducted to determine the kinds of technical skills, specialized knowledge, developments in the field, and advisement skills which should be included in the continuing education program. Because differentiated role patterns are frequently found among faculty, a continuing education program for advisors should meet the unique roles of faculty, as well as include certain generic skills.

### Develop Basic Principles and Assumptions for Continuing Education Programs

There are many issues and questions which need to be addressed before a continuing education program should be initiated. Chief among these are questions as: a) Should continuing education be voluntary or mandatory?; b) What role should departments or colleges play?; c) How can faculty growth and change in competence or information-acquisition be assessed?; d) How can continuing education be supported?; e) What kind of organizational procedures should be used to implement the program?; and f) Will mandatory continuing education infringe upon academic freedom? These and other questions should be studied and basic principles and assumptions developed before initiating a continuing education program. (Hardin, 1979)

An effective continuing education program must be based on basic principles and assumptions. Chief among these are the issues of whether continuing education should be required or voluntary and what role the department or college should play. Some of the issues which need to be addressed include: Monitoring for quality control, assessing faculty growth and changes in competence and information acquisition, and finding the means of supporting a continuing education program for graduate faculty.

### Develop a Model for Continuing Education

There is a need for institutions of higher education to develop a model for continuing education. This would involve a needs assessment to determine deficits in doctoral advisement and other skills, formulation of objectives, and alternative strategies which can be used to conduct continuing education. Departmental and college options should be integrated into a model into which continuing education needs of faculty members may be met. Another approach to continuing education is to establish national continuing education centers. National centers would supplement local options and increase the sharing of effective practices.

### Seek Support for the Continuing Education

Unlike the business community, higher education has not made continuing education a priority. Many continuing education programs, therefore, are nonexistent, viewed as a luxury, are of poor quality, or inaccessible because of time, distance, and money. In most cases professional improvement is left up to the individual. If continuing education is to be viewed as a necessary priority, support must be sought for: a) an organized program; b) needs assessment; c) sabbaticals of varying lengths; d) alterations in existing college or university policies; e) making continuing education a part of the reward system; f) enlisting the aid of local resources and professional organizations.

### Establish a System of Quality Control

A schema for quality control should be established for a continuing education program for doctoral advisors. Such a schema would evaluate the competences needed, the options available for continuing education, the place and priority the program has in the institution, the leadership and support given the program, and the procedures used to evaluate the effectiveness of the program.

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# SECTION VI

# STUDENT RIGHTS

Since most students enter doctoral programs with certain goals and perceived needs in mind, it is important that they be included in the program-planning process. Such early involvement on the part of the doctoral students could serve to eliminate or to minimize future misunderstandings or resentments. Unfortunately, the rights of doctoral students are not always given the attention and care they merit. There are occasions when perceived faculty "rights" may be in conflict with student rights. When this occurs student rights often become victims of faculty "rights." This section discusses six key areas in which care must be exercised to assure that students' rights are not violated, and needless personal discomfort is not generated during their program. Attention to these areas should help create a positive learning experience which is the expectation and right of every doctoral student.

## The Selection Process

Waiting to learn whether or not one has been admitted to the college or university of his or her choice is one of the most anxious periods experienced by prospective doctoral students. The selection procedures used by the university can either heighten or diminish the anxiety of this review and selection period.

The selection process varies widely not only among different universities, but among departments within the same university. Furthermore, the selection process within a single department may be inconsistent from one program to the next. To many, student and faculty alike, the selection process is often a mystery. Many misunderstandings may occur between students and faculty. There are several points in the selection process which often cause confusion among the applicants.

1. How do I learn the nature of the program prior to admission?
    a. From faculty?
    b. From advanced doctoral students?
    c. From written materials?
2. What kinds of financial support are available?
3. Where do I apply for admission?
4. To whom must I apply?
5. What forms must I complete?
6. Must I have an interview?
7. What criteria will be used to judge my credentials for admission?
8. What kinds of information or pre-admittance counseling are available?
9. What kinds of written and oral tests are required? When? Where?
10. What time commitments, work responsibilities, etc., does a doctoral student have during the program?
11. How and when will I be informed if I am accepted into the graduate college? The department? The program?

12. What is the time-line necessary to accomplish these tasks?
13. What degree of commitment does the program and the student make to each other at each stage of the selection process?

Many prospective doctoral students are not aware of the importance of asking these questions. The selection committee, therefore, must make prospective candidates aware of these questions and inform them of the answers through written as well as verbal means. Information shared with potential students should be accurate and reflect reality rather than aspirations.

## Planning Individual Doctoral Programs

Sometimes advisors forget that the doctoral program represents three years or more of a candidate's life as well as a great financial and emotional expense, temporary reduction of income, and a preparation for his/her future professional life. The student's investment is enormous. In contrast, even the most conscientious doctoral advisor does not even approximate the tremendous investment of his/her advisees. The probability of a balanced program being developed is greater if the advisor is not the only faculty member involved in the planning process.

Doctoral students should have an active role in planning their programs. Sometimes professionals in a field forget that the personal and professional needs of a doctoral student are just as important to him/her as the "needs" of the field. Not only should the needs and goals of the student be considered in planning a doctoral program, but the student should be included in the planning process.

The question that each department must answer is, "What decision-making process should be used to plan doctoral programs and how should these programs be reviewed?" Three "models" are discussed; each attempts to describe various approaches to the planning process.

### The Advisor-Mentor Model

Traditionally, many doctoral advisors have simply advised the student what the doctoral program will be in terms of requirements and helped the student select appropriate electives. Approval of the program might be made by a faculty committee, the department chairperson, or both. The advantages of the Advisor-Mentor model is that program planning takes little time, reduces conflicts, satisfies the Mentor's priorities and needs, and is reassuring to the student who wants to be told what to learn or the student who came expressly to study "under" the Mentor. There is potential, however, for great student input depending on the Mentor. The major disadvantages of the Advisor-Mentor model include: a) only the advisor exercises quality control and there is potential for becoming a dictatorial relationship between the advisor and advisee; b) students have little input; c) programs emphasize the advisor's priorities and may ignore departmental priorities or the thinking of other faculty members; d) the student has little recourse if the program is unsatisfactory; and e) freedom to take course work from or interact with other faculty may be limited.

## The Student-Advisor/Doctoral Committee Model

A second model is the Student/Advisor/Committee Model. The student prepares a working draft of the program. This draft requires the student to state his professional goals and the rationale for selecting those goals. The student then lists previous course work and experiences which have contributed to those goals. At this point the advisor meets with the student and reviews the goals, rationale, courses, and previous experiences. The discussion is intended to help focus the student's goals more precisely.

The next step has the student listing additional courses and experiences needed to attain the goals. A second meeting is held with the advisor to review the student's plan. At this point the advisor can provide guidance related to the time-line, alternative courses and experiences.

This process will allow the student initial input and make it possible for the advisor to: a) examine the student's previous experiences and course work as they relate to future goals; b) determine if the goals are appropriate, too broad, or too narrow for a doctoral candidate; c) learn why the student has selected those goals; d) determine what experiences and course work have been accomplished; and e) discover which areas need additional course work.

Although this kind of self-study is time consuming and requires effort, it will cause the student to think about the doctoral experience and provide the advisors and doctoral planning committee with needed input. When the student and the advisor prepare a working draft of the student's program, a committee can be chosen to represent the agreed upon areas of interest. Such a committee can help refine the program and also serve as a departmental review group. This approach could be required with the Advisor-Mentor Model.

## The Student/Faculty Plan

Lilly (1979) described a third approach, i.e., to have each individual student produce a doctoral plan concerning the program of studies to be pursued. In effect, the student develops a set of competency statements which guides the generation of his/her program of study. A core course helps the student define future professional roles, necessary skills for those roles, areas of strength and weakness, specific objectives, training activities, products indicative of successful completion of objectives, and a time-line. The planned activities for each student are evaluated annually in meetings involving the total faculty and the individual doctoral student. Both the second and third options are complementary and could be combined as an alternative to the Advisor-Mentor Model.

# Faculty-Student Relationships

The faculty-student relationship is a very sensitive relationship, and being in a doctoral program is, in itself, a potentially threatening situation. Meeting admissions requirements, "doing well" in class, taking qualifying and comprehensive examinations, writing the dissertation and defending the dissertation involve the threat of failure. The crux of the faculty-student relationship is that many "future" goals of the doctoral student, both professional and personal, are dependent upon the help and good will of faculty members. In some respects doctoral students often perceive themselves as being in an "indentured" status. This perception is often reinforced by the sacrosanct nature of the advisor-advisee relationship, particularly when the student's program and resultant activities are tightly controlled by the advisor.

Doctoral students soon learn what one must do to survive within the department and with particular faculty members. They learn to "play the game." Doctoral student concerns are often unspoken and it is not uncommon for faculty to have an inaccurate perception of the student's view of the doctoral program being received.

An already tense and potentially threatening situation only becomes worse when faculty members confide in students about their concerns with departmental, college, or university policies; other faculty members; or faculty politics. Students may be accidentally or deliberately placed in the middle of faculty disputes. When this kind of situation develops, rumor and behind-the-scenes information are shared among the students. Exaggeration and distortion occur and students become very closed and careful about what they say and to whom they speak. Most certainly, this is not conducive to a healthy learning environment. The typical faculty rejoinder to this situation is "Well, a certain amount of that sort of thing will always occur." This is true, but the problem is that many programs do very little to minimize "that sort of thing."

For example, there are several simple steps that can be taken to facilitate a positive learning environment and improve the mental health of doctoral students.

1. Insure that requirements including courses, work-requirements, practices, expense, interns, training, goals, restrictions, qualifying exams, evaluations, and possibility of failure are clearly understood *prior* to student commitment to the program. Know what the student is seeking and be sure is can be provided and vice versa.
2. Insure that faculty members have an ethical code of conduct about what kinds of information should and should not be shared with students. Faculty must establish a group norm and observe it.
3. Students must be assured of a grievance procedure which is safe and will protect their relationships with the faculty.
4. Graduate student associations should be encouraged.
5. Students should have involvement with multiple faculty members.
6. Procedures for students to change advisors must be clearly stated, accepted, and safe. Similarly, a procedure for an advisor to withdraw from an advisee must be clearly stated.
7. Procedures for selecting and assigning teaching and research assistantship opportunities should be specified and open to all students.
8. Procedures for periodically evaluating student performance must be made explicit and be done in an honest and constructive way.
9. Students should be given the opportunity to express their perceptions of the program.

10. Each student must have the opportunity for appropriate training opportunities prior to expecting competent performance.
11. Faculty members should show respect for their students, who will one day be their colleagues.
12. Procedures should be developed so that resignations, sabbaticals, leaves of absence, or other personnel actions do not create undue hardships for doctoral students.

In summary, it is not realistic to believe that faculty-student relationships will be healthy by relying on each faculty member or student to "do what is best." Interpersonal relationships are very complex and each group develops unspoken and unwritten group norms. In order to assure healthy faculty-student relationships, faculty should give the "student-faculty" relationship the attention it deserves by structuring procedures which will maximize the mental health and learning environment of all concerned.

## Faculty Responsibilities During the Dissertation Stage

One of the most difficult tasks which a doctoral candidate must accomplish is to select a dissertation topic which is both relevant and manageable, and which will receive the approval of the advisor and the committee members. Too often, candidates complete their course work with no thought or direction from the faculty concerning their dissertations. Frequently, doctoral candidates will initially select dissertation topics in which they have no course or experiential background. Usually, the dissertation is the student's first major research experience. In addition, quite frequently, doctoral candidates are subtly led into dissertations which reflect either the advisor's research interest or the ongoing programmatic research of the department. Finally, too often students do not receive the guidance they need while preparing their proposal.

The faculty of doctoral programs have an enormous responsibility to assist doctoral candidates in shaping a dissertation proposal. Several recommendations might be considered:

1. A doctoral committee for each student can help insure that the candidate is being prepared for the dissertation stage.
2. Pertinent course work should be required which helps the candidate generate a proposal.
3. Candidates should be allowed to present their proposals to faculty and students in special seminars.
4. Research experiences should be provided prior to the dissertation.
5. Guidelines are needed regarding:
    - (a) Student-faculty authorship on manuscript and other products.
    - (b) Assistantship assignments.
    - (c) The review of a candidate's progress on the dissertation.
    - (d) Departmental obligations to students who must leave campus to complete the dissertation.
    - (e) When and how to terminate doctoral candidates.

## Career Counseling

Career counseling is an integral part of every professional's life. The counseling should occur not only at the beginning of a career, but at intervals throughout one's career. When a prospective student applies for a doctoral program, the relationships between certain doctoral requirements and offerings to present and future jobs should be made clear. Many doctoral applicants have a specific job or role in mind when they make application. In some cases, doctoral training may not be needed or appropriate.

Personalized placement is usually a concern of most doctoral advisors. To be sure, doctoral programs should provide some kind of personalized placement service for doctoral graduates. In fact, support for professional activities should usually follow students beyond graduation; for example, consultation on research interests leading from the dissertation, preparation of articles, inclusion in committees or professional organizations. All of the above should occur to some extent.

## Presence of Good Faculty Models

One of the most valuable experiences a doctoral student can have is the opportunity of observing and/or assisting highly competent faculty members prepare for and teach a course of study, prepare a research proposal, conduct a research project, perform at planning meetings, engage in professional debates, write an article and interact at meetings. This kind of day-to-day example helps doctoral students develop the professional attitudes, ethics, interpersonal communication, tolerance for disagreement, and other professional behavior which should be developed. Too often, doctoral advisors are not adequately sensitive to the role model that they present to their advisees. Doctoral students want advisors of whom they can be proud to the same degree that the advisor wants capable and effective doctoral students. The personal and professional demeanor displayed by the doctoral advisor during the two to three years of the doctoral student's life will be remembered and possibly reflected by the student for the remainder of his/her professional life. The great advantage of having contacts with many faculty members is that students can observe and learn different ways to function as professionals.

## Summary of Recommendations

The rights of doctoral students must be given increased care and attention to insure that the doctoral experience fulfills its promise in terms of learning, intellectual stimulation, and professional growth. The doctoral experience should be a positive one if students are to learn to the upper limits of their potential.

### The Selection Process

Student rights begin with the selection process. Every effort must be made to systematize the selection process in order to reduce the misunderstandings which may arise between students, faculty, and the institution. Department should review their selection procedures for application and selection. Particular attention should be directed toward: a) the mechanics of the system; b) procedural clarity for applicants and faculty; c) efficiency of the system; d) the amount of time required for each stage; and e) the comfort level of applicants with the selection system.

## Planning Individual Doctoral Programs

The decision-making process for planning individual doctoral programs should be reviewed. Doctoral students should have an active role in planning their doctoral programs. In addition, the probability of a balanced program is increased if additional faculty, rather than just the advisor, are included in the planning process.

## Protect Student-Faculty Relationships

Student-faculty relationships should be protected to facilitate a positive learning environment. This can be done by: a) developing a faculty code of conduct; b) establishing safe grievance procedures for students; c) forming graduate student associations; d) encouraging students to have contact with multiple faculty members; e) creating means for advisor change; f) assigning assistantships on an equitable basis; g) making student performance evaluation procedures explicit; h) allowing for student input concerning perceptions of the program; i) providing guidelines which protect students from faculty personnel actions such as resignations, sabbaticals, and leaves of absence.

## Responsibilities for the Dissertation

Faculty must recognize their responsibility during the dissertation stage. A single doctoral committee within the department or a doctoral committee formed for each student can help insure that the candidate is prepared properly for the dissertation stage. Such a committee can help the advisor guide the student into the most appropriate courses; generate a proposal that is manageable and of interest; and guide the student into research experiences prior to the dissertation. It is possible for a single advisor to do these tasks, but a committee has the advantage of providing various alternative suggestions for the advisor and the student to consider.

## Responsibilities for Career Counseling

Career counseling practices should be established within departments and colleges and should begin with the selection process. Applicants to doctoral programs should be counseled to determine whether or not doctoral training is appropriate for a prospective student. The relationships between doctoral requirements to present and future positions must be made clear. Career counseling and placement are necessary upon graduation and throughout a professional person's life. It is important for faculty to strengthen their career counseling and placement skills through continuing education.

## Provide Appropriate Professional Models

Each doctoral program should provide appropriate professional behavioral models from whom students can learn. It isn't enough to hope that the desired professional behaviors will be made explicit to the students or that faculty will teach these behaviors effectively. Departmental faculty should decide exactly what kinds of professional attitudes, ethics, interpersonal communication, tolerance for disagreement, and other professional behavior they want the students to learn. The next step is to discuss or generate strategies for making these behaviors explicit to students and how to model these professional behaviors. This kind of care and attention will help insure that the students will be exposed to appropriate faculty models.

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# SECTION VII

# FUTURE SUPPORT FOR DOCTORAL PROGRAMS IN SPECIAL EDUCATION

At this point in time, the amount of support for doctoral programs is in danger of declining. Institutions of higher education are faced with diminishing enrollment; reductions in faculty size; reduced financial support for personnel preparation and research activities; and the reallocation of resources to higher education from federal, state, and private sources. The problem confronting institutions of higher education is how to obtain sufficient support to maintain quality doctoral programs in education.

Doctoral programs are costly because they require senior faculty, some support for research activities, and a low student-faculty ratio which limits the number of students which can be admitted. Unfortunately, many states employ the credit hour as the basis for funding institutions of higher education. This system of funding certainly does not work to the advantage of doctoral programs. Considerable effort may be placed on undergraduate, master's degree, and doctoral degree programs to generate student enrollment and to produce credit hours. Thus, the low faculty-student ratio found in doctoral programs draws attention and appears quite costly in comparison to the cost of undergraduate and master's programs. In addition, state funding suffers due to the national perspective of doctoral programs. Many doctoral candidates come from other states and when they graduate leave the state. This often raises questions as to the value of the doctoral program for the state itself. For these reasons, many existing funding patterns do not favor doctoral programs, and many doctoral programs are operating on marginal support.

## Perceptual Roadblocks to Program Support

The support of special education programs begins and ends with the support of people. The reason the field has progressed as far as it has is largely due to the efforts of professionals, the parents of handicapped children, and their affiliated advocacy groups. Legislation for the handicapped has been enacted at both the federal and state levels. While aggressive action has advanced the field of special education, it has also created feelings of resentment among the lay public and among educators.

Looking to the future, however, both the parents and the professionals in special education must work together to make the legislation work. To do this, the field of special education is going to need the support of the general public, the local and state educational agencies, and the faculty and administrators of the institutions of higher education. If we are to gain such support, those in special education must know how others perceive the field. To develop a positive perception, attempts must be made to overcome previously held negative perceptions. To achieve an improvement in opinion, it will be helpful to understand how some have perceived special education in the past.

### The General Public

There seems to be occasions when doctorates in education are thought not to be on par with doctoral degrees from other fields. Among the criticisms are: a) programs in education lack depth; b) the quality of doctoral students in education is not as high as in other fields; and c) preparation for other than research roles is less than desirable. Most certainly, these attitudes toward education doctoral programs affect how special education doctoral programs are viewed.

### State and Local Education Agencies

One of the greatest criticisms leveled at universities and colleges is that of the "ivory tower" existence. Although university faculty are often viewed as a "high potential group", some state and local educational agencies believe that they are not getting much service from the institutions of higher education. Doctoral training is perceived by some as highly theoretical and somewhat impractical. In addition, many doctoral faculty are believed to lack practical experience with children and programs.

Another concern is that faculty and doctoral research make many demands on the schools. Teachers and administrators often believe that they do not realize any real benefits from helping doctoral students. The fact that some doctoral programs seem to be campus-based and not field-based places the faculty and students even further away from those in state and local agencies who might support them.

As a result of this situation, local educational agencies commonly adopt policies (written or implicit) which restrict or prohibit collaboration and cooperation. Negotiation for research, for example, has become highly formalized in some school districts. (Much of this may be due to recent rules for protecting human subjects and confidentiality.) To be sure, it is not uncommon for local educational agencies to show considerable reluctance in supporting university faculty and their efforts.

The root of the entire problem may be that the reward system for university and college faculty for promotions, tenure, and increases in salary frequently require scholarly activities, annual publications, acquisition of research funds, and service on university committees. In contrast, the state and local educational agencies are involved in day-to-day problems. Although many university personnel pay lip service to field projects, the time factor and the university reward system make such involvement difficult. Field work is often not a priority when rank, pay and tenure committees meet.

### University Personnel

In many universities, colleges of education do not have the prestige enjoyed by other colleges, especially those in the "hard" sciences. This is an unfortunate "fact of life". Often a lack of understanding exists about the mission of a college of education. Both faculty and students might be viewed as less capable than those of other divisions of the university. Standards for student admission and the employment and promotion of faculty are frequently considered less rigorous than in other colleges. The college of education's mission and needs are seldom found among university priorities. This becomes painfully evident when additional resources become available or existing resources are reduced or allocated to other parts of the university. In addition, because of outside funding, it is not uncommon for departments of special education to receive less than a proportional share of college resources such as space, assistantships, library funds, secretarial help, and salary increase monies.

Within the college of education, for example, departments of special education are often perceived as "rich" in terms of external support. Faculty from other departments often resent these outside funds, which are not seen as benefitting other students, the faculty, or the college. Special education is usually a small department which requires a rather large investment. Some faculty may question whether the department is worth the investment. Another problem is the disproportionate amount of public attention that has recently been accorded to special education programs and the impact of recent federal and state special education legislation on regular education.

## The Allocation of Support Funds for Doctoral Preparation

At present, federal funding practices tend to dispense money to local educational agencies, state educational agencies and institutions of higher education in response to annual plans and project proposals. In terms of local and state support for education services an equitable distribution of monies can be made on need. There is some question, however, as to the most productive way of supporting special education doctoral programs in institutions of higher education. In this regard, the following points should be considered.

1. Doctoral training is expensive.
2. There is a shortage of support funds.
3. Many doctoral programs are currently operating at a marginal level.
4. There are no widely accepted standards for "high quality" programs.

Unless steps are taken to insure that there are centers of excellence in our educational system, a potentially hazardous situation could develop with respect to producing highly trained leaders, developing a sound body of knowledge within the field, and having a national capability for responding to issues and crises which may arise in special education. Special education is a small field and must establish and attain high standards.

Although a doctoral program might meet the local university and state standards for approval, greater effort should be made to federally fund only those programs which meet high standards of quality control. The current method for distributing funds for supporting the training of doctoral students in special education consists of awarding funds to institutions of higher education which, in turn, select the student recipients for fellowships, assistantships, or traineeships. To insure quality control it is essential that doctoral programs meet certain specified standards in order to receive federal funds. Another alternative which might supplement existing funding practices is to institute a national program of fellowship support for the preparation of a given number (e.g., 30-40) of doctoral students each year. This alternative would require a national system for adopting objective standards, which can be applied to each student applying for a national fellowship, and a list of colleges and universities where the student may be prepared. The Bureau of Education for the Handicapped has stated that doctoral training is a priority. This option provides the Bureau of Education for the Handicapped with another mechanism for meeting special manpower needs which may arise from time to time.

## The Dangers of Marginal Support

Many doctoral programs seem to operate on marginal support, which has serious implications for the quality of the program. One of the chief characteristics of a marginally-supported doctoral program is that the program simply represents an extension of the teacher training curriculum. Another characteristic is that many of the doctoral students in such programs are often given considerable responsibility for the training of the undergraduate and master's level students without proper supervision. While such departments may be capable of maintaining quality teacher training programs, they usually lack the faculty and the research resources essential for quality doctoral training.

Marginal support also affects the recruitment of quality students. Many potentially excellent students fail to apply for doctoral study due to financial considerations. Frequently, the applicant must be willing to live on a sub-poverty income for two, three, or even more years. With inflation and economic recession many persons simply cannot afford to leave their jobs and still maintain themselves and/or their families. Despite the financial burden that doctoral study entails, the importance of full-time doctoral study must be stressed by doctoral programs. Because of the national scope of doctoral programs and the high cost, it is unreasonable to expect states to absorb the total cost that the support of these programs require.

In the past many departments of special education have found that the best way to cope with marginal institutional support is to follow the federal funding; i.e., to establish new doctoral programs in response to new funding priorities. The necessity to survive by "following" funds can compromise standards of excellence and result in programs which are ill-equipped to insure quality. Although federal "soft money" was intended to stimulate the development of needed programs, time has shown that it is very difficult to convert federal "soft money" to state or private "hard money". Even though institutions of higher education must shoulder most of the blame for this situation, it is readily apparent that the stability of many quality doctoral programs in special education in the 1980's will only be achieved through some federal assistance.

Potentially, the end result of marginal support for doctoral programs is the compromising of standards for excellence. Gradually, student selection standards will be relaxed, student performance criteria lowered, curriculum will be affected, resources curtailed, and the level of expertise of doctoral faculty reduced. In the absence of quality standards and quality control, an abundance of doctoral programs will exist and, of these, only a portion will offer students appropriate models and experiences in true scholarship.

## Summary of Recommendations

The field of special education has two distinct choices during times of austerity in higher education. One choice is to compromise quality and bemoan fiscal misfortune, or, to take a realistic look at the situation and begin responding to the fiscal problems by making quality programming a priority and taking positive action. Potential approaches to the probiem are presented below.

### Improve the Perceptions of Our Field

Faculty members in departments of special education could increase their efforts to improve the perceptions of the field. One way to accomplish this is to seek ways of collaborating with local educational agencies and state departments of education and to demonstrate that the special education faculty, students, and programs are relevant and useful to their needs. This may demand some changes in the university criteria for rank, tenure, and salary considerations. This task cannot be accomplished unless appropriate programs are achieved through quality control. The leaders in special education for 1980's and 1990's must be prepared to alter the negative perceptions that many people currently hold.

### Cost-Efficiency Studies

Given that the costs of doctoral training today are almost prohibitively high, it would be to everyone's advantage if ways could be found to reduce costs, while still improving quality. Cost-efficiency studies should be undertaken to point out the inefficiencies which exist in the design, curricula, operating procedures, faculty assignments, and the utilization of resources in existing doctoral programs. Each program could conduct internal reviews specifically tailored to identify duplication of effort, redundancy of content, or the unnecessary use of resources. Such a study also could be completed by a team of evaluators from outside the department, the college, or the university. Regardless of the mechanism used, institutions of higher education must make the most efficient use of the resources currently available to them.

### National Needs Assessment Surveys

Since doctoral programs have a national impact, it is recommended that the Bureau of Education for the Handicapped direct special attention to the preparation of doctoral personnel by sponsoring or conducting national needs assessments, studying present funding patterns, reviewing their own funding practices, and evaluating the operational practices of existing programs.

### Develop National Guidelines or Accreditation Standards

Several advantages can be identified for developing a set of highly structured national guidelines describing the hallmark of a quality doctoral program. Institutions of higher education would receive guidance in planning improved practices for their doctoral program. By making such guidelines public, prospective doctoral students would have a reference point which could be applied in selecting the institution of their choice. Going a step beyond guidelines is the establishment of specific criteria for the accreditation of doctoral programs in special education; such criteria can be used by national, regional, and/or state accreditation bodies in identifying and approving quality doctoral programs. Activities such as these could be done by a consortium of institutions of higher education.

### The Need for Ongoing Monitoring Systems

If quality programming in doctoral preparation is to be achieved and maintained, it is essential that we devise ongoing monitoring systems. These systems must have the capability of detecting changes, trends, and needs and generating alternatives for responding to the events which occur in the field of special education and related disciplines.

# SECTION VIII

# CONSIDERATIONS FOR THE EVALUATION OF DOCTORAL PROGRAMS

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Any examination of doctoral programs in education must begin by acknowledging the variance which exists across programs and the factors which contribute to such differences. There are at least three sources of influence which cause this variance:

(1) The evolvement of the doctorate of education degree in response to the assumed need to prepare advanced practitioners at the doctoral level;
(2) The prevailing view that offering a doctoral degree program represents the primary indicator of status and quality for a college or school of education; and
(3) The scholarship of faculty members who are responsible for determining the quality of doctoral programs.

In recent years the Doctorate of Education (Ed.D.) and the Doctorate of Philosophy (Ph.D.) degrees have become almost indistinguishable in programs where both degrees are offered. The differences which exist tend to focus on the nature of the dissertation and possibly the level of research skills required. For purposes of this paper the emphasis will be on doctoral programs with no attempt to differentiate the application of evaluation based on the type of doctoral degree. The assumption that the offering of doctoral degrees is a primary indicator of quality must be considered in the evaluation of doctoral programs if the concern is broadened to include the question of how many doctoral programs are needed in a field of study such as special education. The expansion of doctoral programs obviously impacts on quality, but is of secondary importance in a discussion of evaluation strategies as applied to individual programs and will not receive major attention in this paper. The faculty as a source of influence on the quality of doctoral programs, however, will be central to this paper.

A parallel theme will be that an investment in evaluation strategies which merely consider policies, procedures, offerings, follow-up of graduates, and the selection of students without focusing on the faculty will yield minimal dividends and may only result in a program improving what is presently being done and which may be inappropriate.

## The Doctoral Degree Program

In 1977 the Council of Graduate Schools in the United States issued a policy statement on the Ph.D. degree. Included was the following definition of doctoral programs.

> The doctoral program is designed to prepare a student for a lifetime of intellectual inquiry that manifests itself in creative scholarship and research, often leading to careers in social, governmental, business, and industrial organizations as well as the more traditional careers in university and college teaching. The program emphasizes freedom of inquiry and expression and development of the student's capacity to make significant contributions to knowledge. An essential element is the development of the ability to understand and evaluate critically the literature of the field and to apply appropriate principles and procedures to the recognition, evaluation, interpretation, and understanding of issues and problems at the frontiers of knowledge. All of this is most effectively accomplished in close association with those experienced in research and teaching. (1977)

If one agrees in general with this definition then it is evident that the doctoral degree is not merely another step in the continuum of education which all students in higher education routinely pursue. The definition suggests that completing an undergraduate and/or master's degree is not necessarily sufficient preparation for a doctoral program. To operationalize this concept of a doctoral program requires careful attention to the selection criteria for students and to the faculty who design and implement programs.

While the need for post master's programs to prepare large numbers of educators with advanced skills in classroom instruction, supervision, and program development are recognized and supported, it is a position of this paper that doctoral programs in special education should approach the tenets promulgated by the definition offered by the Council of Graduate Schools. The offering of advanced graduate experiences should not necessarily equate to a doctoral program. An additional premise is that doctoral programs should be designed to prepare individuals with leadership and scholarship capabilities within a field rather than for a particular position or role.

## Issues in Graduate Studies with Implications for Evaluation

The application of an evaluation process is typically aimed at affecting the future of whatever is being evaluated. In this case doctoral programs represent the target. If judgments are to be made and changes dictated for the future, then attention must be given to the context from which evaluation criteria are selected. For a field such as education a significant element of this context relates to those issues which either center around trends or which represent a focal point of concern within the profession. The issues to be cited are illustrative of a wider array which warrant consideration. They are included to accent the need for examining doctoral programs in a broad context, versus merely looking at the policies, procedures, and practices which characterize them.

**Issues-Trends:**

1. The current decline in undergraduate enrollments will eventually have a significant impact on the number of persons seeking doctoral degrees.
2. The open admissions and "inflated" grading practices of the past 10-15 years have complicated the process of predicting which students represent

good candidates for doctoral programs; i.e., on the basis of G.P.A. the majority of applicants are eligible.

3. Colleges of Education have responded to the needs of non-traditional master's degree students (through outreach) to the extent that the graduates of these programs are beginning to influence the design, delivery and requirements of doctoral programs, e.g., reductions in residential requirements, credits for experience, and flexibility in admissions. In some cases it is difficult to differentiate traditional graduate programs from the non-residential external degree programs which were controversial during the 1970's.
4. The assumed teacher surplus, combined with enrollment drops in education majors, is resulting in the resources of colleges of education becoming primary targets for the reallocation process at the university level. The capacity to generate credit hours currently is the best insurance against losing resources. Doctoral programs in general do not produce large numbers of credit hours, assuming an emphasis on seminars, independent studies, and small pupil teachers ratios in courses.
5. The large number of persons receiving doctoral degrees during the peak period between 1965 and 1975 are now well established in universities, public schools, and governmental positions. The vast majority of these people will not retire until after the year 2000. This fact, combined with economic factors, is reducing the market for individuals with doctorate degrees. At the same time, it is accenting the need for retraining at the doctoral level (without the conferring of a degree).

## Indicators of Program Quality

The results of evaluating a doctoral program are only as good as the validity of the data and reliability of the measures used to collect the data. To date, no single variable or small set of variables have emerged as a preferred predictor of program quality. Even the ultimate success of graduates may say more about the selection of students than program effectiveness. There are a number of evaluation models which could be applied to doctoral training programs, e.g., Scriven (1971), Provus (1977), Stufflebeam (1971), and Borich (1979). Instead of providing a rationale in support of a particular model, attention will be given to indicators of quality. There appears to be at least two types of indicators. One type includes those indicators which will be referred to as "characteristics" of programs. They are easily identifiable. They lend themselves to the collection of data and, within reason, can be used as a basis for comparison across programs. In other words, it would be feasible to develop a profile with a normative reference conducive to making some qualitative judgments. Needless to say, any normative group would need to include programs with similarly expressed goals.

The second type of quality indicator centers around the faculty as the primary quality control agent. These indicators are more difficult to classify, measure, and quantify. They are, however, from the perspective of this author, the most significant.

## Characteristic Indicators

Probably the most comprehensive study of doctoral programs conducted in recent years was commissioned by the Council of Graduate Studies in the United States and carried out by the Education Testing Service (1976). The study involved 25 universities and focused on departments of history, chemistry, and psychology. Five key areas were identified for investigation, focusing on the following kinds of information.

1. The faculty - their training, their scholarly productivity, their views about their department, and colleagues, the quality of their teaching, their concern for students, their opinions about what are and what should be the primary objectives of their doctoral program, the way they spend their time.
2. The students - their academic ability and records of accomplishment; their opinions about their professors, their fellow students and their graduate experience in general; their professional plans and interests.
3. The alumni - their accomplishments; their reflections about their doctoral training and its relation to their current positions.
4. The program's physical and financial resources - the adequacy of library and other facilities; the non-university and departmental grant support for research; financial aid to students.
5. Departmental operations - admissions policies, depth and breadth of course offerings, degree requirements.

A series of scales were designed for data collection purposes, which allowed for profiles to be charted on the following variables:

*Faculty:*

1. Student-rated quality of teaching
2. Mean number of articles/book reviews published last three years
3. Peer-rated quality of graduate faculty
4. Research activity

*Students:*

5. Undergraduate GPA
6. Faculty-rated student commitment/motivation

*Resources:*

7. Faculty-rated library holdings relevant to the field
8. Faculty-rated laboratory or other equipment needed for teaching and resource in the field
9. Faculty-rated overall adequacy of physical and financial resources for doctoral program in the field

*Environment:*

10. Student-rated faculty concern for students
11. Student-rated environment for learning
12. Faculty-rated compatibility of work environment

*Academic Offerings:*

13. Student overall satisfaction with program
14. Student rating of curriculum
15. Student rating of assistantship experiences
16. Alumni rating of dissertation experiences

*Recent Alumni:*

17. Percent reporting program prepared them for career "extremely well"
18. Percent reporting current job highly related to graduate training
19. Mean number of articles/book reviews published
20. Mean number of presentations at regional or national meetings

*Self-Ratings of Program Overall Scholarly Excellence:*

21. Faculty ratings
22. Student ratings
23. Alumni ratings

Use of the ETS process basically results in a comprehensive self-study. The useability of the data greatly depends on the resourcefulness of the department in collecting such data consistently over time and access to some normative reference involving comparable programs.

The ETS scales and directions are available. They are generic and applicable to special education departments. Characteristic indicators are useful when used in an analytical manner and in conjunction with the faculty-related indicators discussed in the subsequent section. There is a tendency, however, for departments to restrict their evaluation efforts to characteristic indicators. This occurs because such data are relatively easy to collect, quantify and analyze. It is a major position of this paper that they are clearly insufficient and that the critical variables hinge on the quality of faculty.

## Faculty Indicators

The characteristic indicators obviously include variables which are directly related to faculty performance. For the most part, they include those items which are quantifiable. The indicators in this section are less quantifiable, more subjective, and in general necessitate qualitative judgments on the part of the evaluator. They don't lend themselves to lists and, in general, instruments are not available.

Most universities have procedures whereby faculty members qualify to teach graduate courses and to supervise doctoral dissertations. The requirements are often minimal, and most faculty members eventually qualify. Not to qualify is frequently perceived as an indication that the faculty member is not performing up to expectation and, therefore, is considered less than meritorious when promotion and/or salary decisions are made. The minimal standards, combined with the mixing of judgments related to good faculty performance and qualifications for participation in doctoral program instruction has, in the opinion of this writer, had a negative influence on the quality of doctoral programs. It should not be necessary for a professor to participate in doctoral training programs in order to be rewarded as a first rate faculty member. If doctoral study is to truly prepare leadership personnel as reflected in the previously referenced definition by the Council of Graduate Schools in the United States, then one could argue that professors with particular skills, orientation, and records of scholarship are needed to staff such programs. It can be further argued that, in general, these faculty attributes differ from those of individuals who are highly effective in teacher training. This is not to suggest that the qualities of a good teacher-trainer are not also important in the training of doctoral level students. It does suggest that not all faculty members should be engaged in doctoral level instruction or in the supervision of dissertations. Not to be selected for participation in the doctoral programs should not, in itself, be a basis for judging the effectiveness of a professor.

> It is the view of this author that the single most important variable in judging the quality of a doctoral program is the model provided by those faculty members responsible for the doctoral programs. This includes their personal scholarship, interaction with students, participation in professional activities, and their general contributions to their departments and university.

No level of evaluation, university policies, additional courses or rigor in grading can compensate for a lack of scholarship and responsiveness on the part of faculty members. In some ways this sounds like the old "mentor" model and to an extent that is true. What is being promulgated is that the climate necessary for doctoral level study is a product of faculty scholarship. Quality teaching of doctoral level courses is essential, but is not sufficient. It is the total milieu of the program climate that makes a quality program. Not to have faculty members actively engaged in research and related scholarship constitutes an omission for which there is no option. Even those programs which claim not to be training researchers, but to be training teacher educators, should have strong visible faculty conducted research programs.

Evaluation considerations related to "faculty indicators" include the degree to which a department:

1. Distinguishes between the selection of faculty members for participation in doctoral programs and master's and/or undergraduate programs.
2. Is able to create the necessary set of reinforcements and conditions which result in opportunities for students to participate directly with faculty members in all levels of research and related scholarship activities.
3. Establishes a doctoral program faculty which is respected by other faculty members across campus to the extent that their students are welcomed by other departments.
4. Is capable of structuring advisor-student relationship in the dissertation process which maximizes the contribution of the dissertation experience to the doctoral program.
5. Employs faculty evaluation procedures which acknowledge the requirements and demands appropriate to faculty involved in doctoral training programs.

6. Accommodates the influence of doctoral program faculty in determining program requirements so as to preclude total reliance on listings of required courses and, in effect, establishing rigid sets of program requirements which tend to standardize programs for most students.
7. Is able to attract students with potential for leadership and capable of benefiting maximally from modes of instruction requiring considerable independent initiative, i.e., seminars, independent studies, and research participation.

## Summary

The purpose of this paper has been to set forth considerations relative to the evaluation of doctoral programs. The introductory statement limited the focus of the paper to the evaluation of doctoral programs, versus the broader issue of how many doctoral programs are needed to meet the current and projected demands for individuals with doctoral degrees. Because of the priority being placed on manpower planning, readers are again reminded of this limitation. As a further caution the following recommendations are quoted from a report of the National Board on Graduate Education (1973):

(a) A single measure of quality should not be applied to very diverse programs - programs that may be serving the needs of non-traditional students for non-traditional forms of graduate education. Multiple indicators of quality, sensibly related to different program missions should be developed.
(b) Statewide planners should resist the temptation to apply simplistic formulas to doctoral programs such as "eliminate any program that has not produced more than two doctorates within the last two years." Such statistical measures may flag programs in need of review, but no program should be eliminated solely on the basis of simple statistics.
(c) In evaluating graduate programs, planners should not attempt state-by-state labor market analysis since the mobility of the highly educated is certain to confound such analysis. A more appropriate criterion, we believe, is assured access to graduate education for residents within the state (or within the region, through reciprocal programs).

Considerations essential to the evaluation of doctoral programs were couched in discussions on three perspectives:

(1) Evaluation of a doctoral program must relate to the conceptualizations of a doctoral degree held by those responsible for the program.
(2) Evaluation must be carried out in the context of those prevailing issues and trends anticipated to impact on the future.
(3) Qualitative indicators can be grouped in two categories, i.e., (1) characteristic indicators - those features of programs which lend themselves to quantification and are relatively easy to document, and (2) faculty indicators - the paper embraces the position that the quality of a doctoral program is equal to the quality of the faculty and places primary emphasis on this element in the evaluation of doctoral programs.

Given acceptance of the views expressed in this paper, the ultimate evaluation criteria centers on the degree to which a department has in place an effective system to retrieve "characteristic indicator" data and controls for the quality and nature of faculty involvement in doctoral programs. This assumes effective use of data and continuity over time in the evaluation process.

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## SECTION IX
## SYMPOSIUM POSITION PAPERS

# EXPECTED GENERIC COMPETENCIES OF FUTURE GRADUATES OF SPECIAL EDUCATION DOCTORAL PROGRAMS

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A university has no mission more central to its character or more critical to its reputation than preparation of personnel at the doctoral level. Doctoral preparation should represent application of the best known practices in personnel preparation, and should serve as a standard against which other personnel preparation programs can be judged. The doctoral program should be the *most* carefully designed, *most* carefully assessed instructional program in the university.

Although the rationale behind the statements just made may be self-evident, it is this writer's contention that such a philosophy is often not followed in Departments of Special Education in major universities. While quality doctoral programming regularly occurs, it is generally a result of the interaction between individual faculty members and their advisees, rather than a result of well-planned, closely coordinated overall program goals and activities. Doctoral planning and advising has become a highly individualized activity, between the adviser and the student, and in some cases this has led to a narrower set of training activities and foci than is desirable at the doctoral level. If we are to assure an increased level of quality in doctoral programs, individual faculty members must be willing to forego some of their independence in making advisement decisions, in favor of overall Department policies and procedures.

One approach to assuring some commonality of training experiences across advisers and content areas, which has worked very well in undergraduate and Master's level teacher preparation programs, is to move toward competency-based programming. Conceptualizing teacher preparation programs in terms of *outcomes* rather than *inputs* has helped to make clear the commonalities across all areas of special education, and has helped both faculty and students in assessing and improving program quality. Also, many common (or "core") experiences have helped to assure that the quality of a student's program does not depend totally on the competence of his/her adviser. Perhaps some of these same benefits could accrue from a competency-based focus at the doctoral level.

Implementation of a competency-based doctoral preparation program introduces some unique conceptual problems which must be addressed. The most highly valued aspect of doctoral training is its individualized nature. Each doctoral student enters the program with different training objectives and career aspirations, and the hallmark of a successful doctoral program is that it not only allows, but encourages, individualization. The very essence of doctoral preparation is trainee-based identification of needs and experiences, a concept which is antithetical to competency-based personnel preparation as it has been implemented in many undergraduate and Master's personnel preparation programs. On the one hand, there exists a set of skills which nearly all doctoral students and University faculty would agree need to be developed in the course of any doctoral training program. On the other hand, this set of "basics" should be kept to a minimum in order to maximize the individualization of doctoral programming. This seeming paradox between commitments to performance-based personnel preparation and highly individualized doctoral programming has been addressed effectively by many Departments of Special Education, and the next section of this paper will describe one such program, for the purpose of helping to define both generic competencies for doctoral programming and the total context in which these competencies must be implemented.

### A Quasi-Competency-Based Approach to Doctoral Programming

The Department of Special Education at the University of Illinois, Urbana-Champaign, is committed to competency-based personnel preparation at all levels, and has addressed the problem of competency-based doctoral programming in what we consider to be a unique manner. While we consider our doctoral program to be performance-based,* no predetermined set of competencies exists, even to be used as a "shopping list" by new doctoral students. Rather, each doctoral student develops a set of competency statements which guides the generation of his/her own program of study. Each Fall Semester, all first-year doctoral students are required to enroll in a "core course" in which each student must meet three primary requirements.

1. Preparation of an individual, performance-based plan for doctoral studies;
2. Preparation of a review paper which explores one or a set of concepts, theories, or issues of importance to the field of special education, with an emphasis on identifying a program of doctoral research; and
3. Presentation of a seminar for faculty and doctoral students on the topic of the concepts and issues paper.

### This seminar is the only required course in the doctoral program.

The preparation of the doctoral program plan allows each student to define future professional roles, necessary skills for those roles, areas of personal strength and weakness, specific objectives for doctoral study, training activities to meet those objectives, products indicative of successful completion of objectives, and a timeline for addressing various aspects of the plan. Students are provided with detailed guidelines for producing the doctoral plan, and once completed, it becomes an agreement between the student, adviser, and Department concerning the program of studies to be pursued. An example of a completed doctoral plan is included as Attachment A to this paper.

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*The terms "performance-based" and "competency-based" will be used interchangeably in this paper.

The doctoral plan has provided an effective tool by which doctoral students in the Department of Special Education at the University of Illinois, Urbana-Champaign, pursue competency-based doctoral studies. It should be noted in perusing the attached doctoral plan that specificity of behavioral statements of performance and outcomes measures is not stressed to the same extent as in many performance-based Master's and undergraduate teacher preparation programs. The emphasis is on the *planning process*, and flexibility in implementation of the plan is stressed. The plan is not considered to be a contract, but rather a blueprint for effective doctoral studies for an individual student. Progress toward fulfilling the planned activities is evaluated annually in review meetings involving the total faculty and the individual doctoral student.

This section has defined a context in which competency-based doctoral programming can be implemented. The individualized nature of doctoral competencies has been stressed. In the next section, the actual generation of competencies for doctoral studies will be discussed, with particular attention to those competencies which might be considered generic.

## Doctoral Program Competencies

Development of performance-based personnel preparation programs seldom begins with delineation of the actual competencies to be taught. Rather, the first task to be accomplished is a description of the *role* which the trainee will be expected to assume, as well as a delineation of the *skills* necessary to perform successfully in that role (Lilly, 1976). Only when the post-training responsibilities are well-stated can one hope to generate meaningful competency statements for any training program.

If one were to examine the possible roles which graduates of special education doctoral programs will assume, the list would appear to be endless. There are, however, three generic *classes* of job functions which can serve as organizers for planning doctoral training experiences. With rare exceptions, doctoral students intend to be employed in positions which focus primarily on *research*, *teacher education*, or *program administration*. The vast majority of graduates of doctoral programs in special education assume responsibilities either as faculty members in institutions of higher education, or as administrators in public school special education programs. When one analyzes these roles, it becomes apparent that each demands skills in all three areas of teacher education, research, and administration. No matter how adamant a doctoral trainee is in defining his/her future role as, for example, a curriculum researcher, one can confidently predict that within 5-10 years of graduation, that person will have administered a major grant or been an integral part of a teacher education program. In a similar manner, trainees destined to become directors of special education in local school districts can expect to be centrally involved in teacher education, at least at the inservice level, and in review, approval, and probable participation in research projects. The complexity of the roles which graduates of doctoral programs assume, along with the relative mobility of doctoral level special education personnel, seem to demand that doctoral training programs include experiences in all three areas of research, teacher education and administration, and that trainees not be allowed to specialize too narrowly in any one of these areas. The extent to which individual trainees will focus on each of the three areas will, of course, vary. However, to assume that anyone should concentrate on only one area, or ignore an area altogether, would deny the complexity of the post-training employment situation and would unduly limit the scope of the doctoral training experience.

As a part of the initial doctoral seminar in special education offered at the University of Illinois, which was mentioned in the previous section, the new doctoral trainees generate preferred employment settings and delineate skill requirements for each of the preferred job roles. Even though these materials exist from the work of prior seminars, each group completes the process anew, since the experience of generating the role descriptions and skill statements provides a vehicle for substantial discussion of both employment opportunities and the nature of doctoral training. In the remainder of this section, the experiences and outcomes of one such seminar will be described.

In a somewhat typical experience, one seminar group decided to investigate four possible job categories:

1. Teacher Educator/Researcher
2. LEA Director of Special Education
3. LEA Supervisor of Special Education
4. SEA Consultant

Necessary skills for each of these roles were delineated, and were verified by talking to Department faculty, local professionals currently employed in the various roles, and fellow doctoral students. Once the skills for each role were delineated, the students were instructed to produce a single list which contained the *generic skills necessary in any of the four roles*. The instructions specified that this list was to contain not only the skills demanded on a daily or weekly basis, but also skills which, while not used regularly, would probably be necessary over an extended period of time on the job. Their deliberations produced the following set of skills which they considered generic to the four job roles listed:

1. Development of university-based special education courses, including course planning, independent instruction, and student evaluation;
2. Design, implementation, and evaluation of inservice workshops;
3. Supervision of teacher trainees in practicum settings;
4. Successful public speaking or large group presentation, other than teaching a class;
5. Facilitation of a seminar-type group in achieving specific outcomes;
6. Demonstration of broad-based knowledge in special education and related fields;
7. Demonstration of indepth knowledge in one or more specific areas of special education;
8. Design and implementation of a research or program evaluation project, including data analysis and interpretation;
9. Writing of manuscripts intended for publication;
10. Critique of research projects of others;

11. *Critique of manuscripts* intended for publication;
12. Critique of instructional programs written for use with children;
13. Preparation of proposals for grant funds for either research or program development.

One can undoubtedly add to this list, as well as quarrel with some of the entries. This list did *not* constitute a part of every doctoral program plan written by students in that seminar. Development of the list, however, served as an organizer for the individualized planning which occurred.

## Summary

This paper has discussed the advantages and drawbacks of competency-based doctoral program planning, and has presented a model for development of individualized, performance-based doctoral plans. The essence of quality doctoral training resides in the interaction between good faculty and good students, and no amount of planning or paperwork can overcome bad advising, poor teaching, or lax admission procedures. However, for doctoral programs in which the quality of faculty and student qualifications is high, the benefits that accrue from a performance-based approach such as outlined in this paper are substantial. Some of the major benefits which this author has observed are:

1. All doctoral students come to realize that there is a great deal of commonality in their programs, and contacts across content areas increase;
2. Doctoral students recognize the side variety of skills which they need to develop, resulting in increased contact with faculty other than the adviser;
3. Since doctoral plans are reviewed by more than one faculty member in the Department, a quality control exists which transcends the adviser-advisee relationship;
4. As with most performance-based programs, development of training competencies serves to point out program deficiencies and areas in which more systematic training opportunities are needed.

In conclusion, it is this author's hope that we can continue to focus on development of generic competencies for doctoral training, but that we do so in the context of individualized doctoral program planning. While we should not strive to produce penultimate lists of doctoral competencies, neither should we abandon the hope of Department-wide, coordinated doctoral planning and programming. In terms of personnel preparation, we should "practice what we preach," and nowhere is that need more evident than in our doctoral training programs.

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# ATTACHMENT A

# EXAMPLE OF DOCTORAL PLAN

The following Doctoral Plan has been prepared in an effort to determine the activities which should be completed prior to graduation. The determination has been made on the basis of competencies required by desired employment possibilities and assessment of the degree to which these competencies have been attained.

The plan has been divided into four sections.

I. Anticipated roles: Desired employment possibilities are described according to the activities commonly undertaken by persons in those roles.

II. Assessment of strengths and weaknesses in skills required: The activities undertaken by persons in desired roles have been translated into competency categories of knowledge of subject area, direct service, supervision of students, oral communication, written communication, research, college teaching, training of other professionals, consultation, and other administrative. Within each of these categories, specific competency areas have been designed to encompass anticipated roles and the content areas of severe behavioral handicaps and language development and training. A rating system has been created to assess current abilities within the specific competency areas. The system is defined in the section.

III. Activities for doctoral program: General competency areas are restated. Within each, performance objectives have been listed for specific competencies which require additional experience.

IV. Formal requirements for graduation: Milestones required by the Department of Special Education and the College of Education are listed. These are to serve as a guideline for future scheduling.

I. Anticipated roles

A. Technical assistance: with emphasis on curriculum content and staffing structure, requires the ability to:

1. interpret and respond to requests for proposal for grants
2. design and implement research
3. design, conduct, and evaluate inservice training
4. instigate and monitor program change
5. assess a program's need for knowledge of special education
6. assess a program's methods of instructional delivery
7. assess a program's organizational structure related to desired student outcome
8. formulate long term goals for program change
9. formulate short term goals accompanied by an implementation schedule
10. provide constructive feedback to programs in writing and in face-to-face encounters

  11. interpret legal guidelines and provide appropriate consultation
  12. demonstrate knowledge of and ability to critique curriculum
  13. prepare and monitor budgets
  14. coordinate agencies for the purpose of their being able to provide direct technical support to each other
  15. assess student progress

B. University faculty: with emphasis on teacher training and instructional research, requires the ability to:

  1. design, teach, and evaluate performance in courses related to general special education
  2. design, teach, and evaluate performance in courses related to specialized areas within special education, including communication/language, applied behavior analysis, and instructional methods and curriculum for severe behavioral handicaps
  3. design and implement research
  4. write research studies for publication
  5. interpret requests for proposals
  6. participate in writing proposals for grants
  7. interpret/critique manuscripts
  8. interpret/critique research proposals
  9. design, conduct, and evaluate inservice training
  10. evaluate clinical programs
  11. present and discuss research in a conference situation
  12. present and discuss research in a seminar
  13. organize and lead a seminar
  14. select students for entry into a program
  15. advise and supervise students
  16. critique and demonstrate knowledge of instructional delivery, including use of media
  17. provide consultation which is consistent with legislation
  18. maintain relations between community agencies/public schools and university for the purpose of each monitoring the effectiveness of the other
  19. be acquainted with and function within the regulatory structure governing teacher education at both the university and state levels

II. Assessment of strengths and weaknesses in skills required

Assessment has been completed according to the following criteria:

strong, 4: have received a grade of A in a related graduate level course; have performed skill as part of work experience and have been rated highly; feel confident that above criteria reflect my ability

3: have received a grade of A in a related undergraduate or graduate level course; have performed skill as part of work experience and have been rated highly; do not feel confident that above criteria reflect the ability I would like to possess

2: have received a grade of A or B in a related undergraduate course; have had only informal exposure to skill area; have had short-term formal exposure to skill area; feel that more exposure is essential

weak, 1: have had no exposure to skill area

| | weak | | | strong |
|---|---|---|---|---|
| | 1 | 2 | 3 | 4 |
| A. Knowledge of subject area | | | | |
| 1. overview of special education | | | | X |
| 2. methods for curriculum development and adaptation | | | X | |
| 3. severe behavioral handicaps | | | X | |
| 4. early childhood | | | X | |
| 5. applied behavior analysis | | | | X |
| 6. litigation and legislation in special education | | | X | |
| 7. learning theory | | X | | |
| B. Direct service | | | | |
| 1. write programs | | | | X |
| 2. evaluate data from programs | | | | X |
| 3. determine longitudinal sequences of skills, with respect to ultimate functioning, if children | | | | |
| C. Supervision of students | | | | |
| 1. review applicants of programs | X | | | |
| 2. advise students | | X | | |
| 3. supervise practicum placements | | | X | |
| D. Oral communication | | | | |
| 1. present research at a national or state conference | X | | | |
| 2. present research in a seminar | X | | | |
| 3. present a review of the literature in a seminar | X | | | |
| E. Written communication | | | | |
| 1. write research procedures and results in a professionally acceptable manner | | X | | |
| 2. critique manuscripts | X | | | |

| | | | | |
|---|---|---|---|---|
| F. Research | | | | |
| 1. design single subject studies | X | | | |
| 2. design group subject studies | | | X | |
| 3. submit proposal for research | | | X | |
| 4. interpret results of research | | | X | |
| G. College teaching | | | | |
| 1. design a general special education course | X | | | |
| 2. design a specialized course within special education | | | X | |
| 3. teach a formal course | | X | | |
| 4. evaluate student outcome | | | X | |
| 5. organize a seminar | X | | | |
| 6. lead a seminar | X | | | |
| H. Training of other professionals and paraprofessionals | | | | |
| 1. design inservice/workshop | | | X | |
| 2. conduct inservice/workshop | | | X | |
| 3. evaluate outcome of inservice/workshop | | | X | |
| I. Consultation | | | | |
| 1. assess instructional delivery | | X | | |
| 2. assess organizational structure | | X | | |
| 3. formulate long term goals | | X | | |
| 4. formulate short term goals | | | | X |
| 5. provide constructive verbal feedback | | | X | |
| 6. provide constructive written feedback | | | X | |
| J. Other administrative | | | | |
| 1. interpret requests for proposal | | X | | |
| 2. participate in writing proposals for grant money | | X | | |
| 3. prepare and monitor budgets | | | | X |
| 4. demonstrate knowledge of regulatory structure governing teacher education at university and state levels | X | | | |

## III. Objectives for doctoral program

| Performance objective | Activity | Criterion | To be completed by |
|---|---|---|---|
| A. Knowledge of subject area | | | |
| 1. examine literature in language development | SPSHS 4951 | grade of A or B | January, 1978 |
| | SP ED 456S | grade of A or B | June, 1978 |
| | Concepts and Issues Paper | evaluated by readers | January, 1978 |
| 2. examine literature in language training | SP ED 456S | grade of A or B | June, 1978 |
| 3. examine components of Piagetian infant and pre-school cognitive development which may relate to language | PSYCH 469 | grade of A or B | January, 1979 |
| 4. demonstrate knowledge of instructional methods and curriculum in vocational education | SP ED 456Z | grade of A or B | June, 1979 |
| 5. demonstrate knowledge of learning theory | SP ED 449/George Karlan | grade of A or B | July, 1978 |
| B. Direct service | | | |
| 1. determine longitudinal sequences of skills which relate to ultimate functioning | participate in and monitor recreation task force | submission of task force | December, 1977 |

| | | | |
|---|---|---|---|
| C. Supervision of students | | | |
| 1. equate competencies desired by applicants with competencies offered by special education programs | review applications of potential students in the severe behavioral handicaps program | discussion with faculty member | June, 1978 |
| | review competencies of Master's program in severe behavioral handicaps | discussion with students in program | June, 1978 |
| 2. be able to supervise students in practicum placements | critique performance of two Master's students at the Webber Cooperative program, in the areas of program design and implementation | evaluation by students | June, 1978 |
| D. Oral communication | | | |
| 1. be able to present research in national or state conference situations | to be decided | evaluation by faculty member | October, 1979 |
| 2. be able to present research in seminar situations | present research at a Friday afternoon seminar | evaluation by students and faculty | January, 1979 |
| 3. be able to present a review of literature in seminar situation | present Concepts and Issues paper to students and faculty | evaluation by students and faculty | November, 1977 |

| | | | |
|---|---|---|---|
| E. Written communication | | | |
| 1. write research procedures and results in a professionally acceptable manner | prepare Master's equivalency paper | acceptance by committee | July, 1978 |
| 2. be aware of and critique current literature | review and critique articles submitted to *Exceptional Children* or *AAESPH Review* | feedback from faculty | August, 1978 |
| 3. examine experimental procedures and results relevant to a research issue | write a review of the literature | evaluation by faculty member | August, 1979 |
| F. Research | | | |
| 1. conduct single subject research | prepare proposal for SP ED 459N | grade of A or B | February, 1978 |
| 2. interpret results of research | complete statistics option for research tool | grade of A or B | January, 1979 |
| G. College teaching | | | |
| 1. teach general special education courses | design and teach SP ED 318U (currilum and methods in SBH) | evaluation by faculty member and students | December, 1978 |
| 2. teach specialized courses in special education | design a course, to be decided | evaluated by faculty member | June, 1979 |

| | | | |
|---|---|---|---|
| 3. evaluate student outcome | evaluate performance of practicum students | feedback from faculty member | June, 1979 |
| | evaluate performance from task force participants | feedback from faculty member | December, 1977 |
| | evaluate performance of SP ED 318U students | feedback from faculty member | December, 1978 |
| 4. organize a sequence of topics for a seminar | SP ED 449/George Karlan | evaluation by faculty member | July, 1978 |
| 5. lead a seminar discussion | to be decided | evaluation by faculty member | December, 1979 |
| H. Training of other professionals and paraprofessionals | | | |
| I. Consultation | | | |
| 1. assess the instructional delivery and organizational structure of a direct service program | prepare a paper outlining factors to be considered in assessment | feedback from faculty member | December, 1979 |
| 2. formulate long term goals for a direct service program | prepare a longitudinal inservice sequence for two areas of need which have been expressed by teachers or supervisors in a direct service program | feedback from faculty member and direct service | December, 1979 |

| | | | |
|---|---|---|---|
| J. Other administrative | | | |
| 1. participate in securing of funds for desired projects | review a request for proposal for funding from BEH | feedback from faculty member | June, 1979 |
| | write part of a proposal to be submitted by the department | evaluation by faculty member | July, 1979 |
| 2. assist in planning for and coordinating teacher education at university and state levels | describe the regulatory structure relating to certification of special education students at the University of Illinois | feedback from faculty member | August, 1979 |

IV. Formal requirements for graduation

1. Complete required coursework, to be comprised of
   a. 16 course units
   b. 4 research tool course units.
2. Complete a Master's equivalency paper.
3. Complete qualifying examination.
4. Complete preliminary oral examination.
5. Complete thesis.
6. Complete final oral examination.

# ANTICIPATED NEW JOB ROLES IN SPECIAL EDUCATION: IMPLICATIONS FOR DOCTORAL PROGRAMS

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Thomas Carlyle, the great British philosopher of the nineteenth century once said, "Today is not yesterday. — We ourselves change. — How then, can our works and thoughts, if they are always to be the fittest, continue the same. — Change, indeed, is painful, yet ever needful; and if memory has its force and worth, so also has hope."

Just as the trees of the forest adapt to each other, the landscape, and the elements, so must all special educators! Let's face it . . . the grand years of dramatic support, huge growth, and acceptance have led to the current scene of respect tempered with jealousies and intra- and extra- scholastic adversarial relationships. Our old job roles were simpler, more school oriented and appreciated by our many publics. Today special educators in institutions of higher education, SEA and LEA administrative posts and teachers of exceptional children often get low priority rating, minimal moral support and are considered to be expensive "excess baggage." Many general school administrators, college presidents, and deans and school board members feel special education has reached its zenith and at the best should be put in a "hold pattern" or reduced in emphasis, volume and strength. The combination of lower pupil enrollment figures, soaring operating costs and phenomenal past growth in special education has produced new restrictive and less enthusiastic attitudes toward special education programs and personnel in the eyes of fellow educators and the public, too. Added to this attitudinal situation is the quantitative reality that special education is an "established" field and normal staff attrition rates consisting of age-related retirements and job change is not expected for two or more decades.

Doctoral training programs in special education have at least two planning options when considering the next ten to twenty years. Programs can either be "regrouped" (with reduced staff) and offer doctoral training in traditional empiric specialty areas or they can develop new markets for their graduates. These new markets must be more generically based in their academic and practicum components. The "new breed" doctoral level special educator must be able to function in a larger arena than the public school. She or he must be a composite of many skills—social, academic, and administrative.

Historically, special education has flourished because it could be flexible to change and pressure. Amalgamated efforts of local, state, federal and higher education produced steady progress. Tremendous fiscal and professional assistance from the United States Office of Education (U.S.O.E.) Bureau for the Education of the Handicapped (BEH) after World War II, gave American special education help that produced the highly skilled doctoral program graduates that today staff our universities and direct our SEA and LEA special education programs. If doctoral training program graduates are going to secure top professional positions in the next ten years, we're obliged to develop new "markets" for these graduates. We also must alter our training scope and sequences to reflect the job descriptions of top staff in these new or modified fields of endeavor. New knowledge and experiences must be incorporated in the training program and greater uses of other university schools and departments must be facilitated. Examples of university resource settings that are not fully exploited currently are schools of medicine, law, business and social work. Practicum sites for embryonic doctoral students in special education must include many other hospitals, clinics, UAFs, U.S. Office of Education elements, private clinical and treatment facilities, and public school general administrative settings.

In addition to the myriad of professional positions now filled by individuals who have been graduated from special education doctoral programs, I suggest the following new "Markets" be explored in depth.

1. *Medical Centers and Health Agency Education Consultants and Program Directors.* Medical clinics and centers need the expertise of fully trained special educators for both patient related consultation and in-service staff improvement work. State and regional health agencies sorely need highly trained special educators to coordinate health and education functions within the agency and its local equivalents or jurisdictions.
2. *Legislative Staff Positions.* As special education has grown in volume, legislative bodies at the federal, state, and some local levels have an increased programmatic and fiscal interest in the services rendered to handicapped children and their families. Complexity of service problems makes it difficult for budget analysts and legislative planning staffs to correctly advise the legislating body on the compounded mix of money and services in this human services area. It is not unrealistic to say at least 200 doctoral level handicapped program consultants and analysts will be needed by legislative bodies in this country in the next five years. Funding formulas—such as excess cost or incentive aids require the technical knowledge of top professional or special education staff that know both the needs of the client group and computer assisted cost analysis applications. The Congress of the United States will need to expand its staff expertise in this area also—since the goal of many federal policy makers and planners in the handicapped field expect forty percent of the cost of a handicapped person's services to be federally funded. Simply put, we can say, with government's huge expenditures in this area comes a concomitant huge "interest" in the efficient and productive use of these dollars which means qualified high level program administrators within many Health, Education and Welfare (H.E.W.) subunits.
3. *Increased Certification Standards for Leadership Personnel.* State educational agencies are slowly but surely increasing the training requirements for all special education staff. Typically, this starts with top leadership personnel and then moves to classroom teacher's credentials. Many states

are equating the earned doctorate and the entrance level requirement for state, regional and local directors of special education. Most school systems that are recruiting today indicate doctoral level training as a mandatory requirement or at least as a first choice desirable qualification for administrative positions. Limited supply of doctorate trained individuals has kept the actually employed level far below potential market numbers.

4. *College Staff Increases*. While enrollments in special education courses have leveled off in many institutions of higher education, new legislative fiats require comprehensive orientation of *all* teachers to the nature and needs of handicapped children. This legislation has caused many colleges and universities to hire or reassign staff to meet this mandation. The sharing of special education faculty with other academic departments on the campus has high potential that has not been fully explored or implemented. The immediate future also will require all employed teachers at the LEA, SEA and related levels to upgrade and renew their professional skills in serving handicapped children and their families. While state and local school staffs could be assigned this "re-training and in-service programming", I strongly believe the university is the appropriate trainer of teachers. I hold the point of view that says professional training is a continuum and that no person is ever "fully trained" and I feel that university faculties are—or should be—equipped to organize and provide most appropriate training experiences to teachers-to-be and teachers in practice. We must remove the false dichotomy of pre- and in-service training and establish training as a long term continuum from undergraduate education to the teacher's retirement from the profession.
5. *Increased Demand for Trained Staff Working with Handicapped Children and Adults in Non-School Settings*. With the passage of new federal laws that require a "single line of authority" in special education, has come the application of public school certification requirements on leadership and teaching staff members in private schools, training centers, public and private residential treatment facilities and all other special education dispensing organizations. This type of requirement balloons the need for more highly trained educational administrators, staff development personnel and generically oriented social scientists who require the comprehensive doctoral training that university special education departments should develop and provide.
6. *Advocacy and Due Process Experts*. With the onset of third party advocacy as a profession and the knowledge of due process procedures as a prime survival requisite in the administrative world has come a huge demand for very sophisticated (doctoral level) staff members to serve as consultants and administrators of "reconciliation officers" in major social organizations—public and private. Hearing officers—well versed in due process methodology and special education services are needed for both a preventative program and formal hearing conducting activities. Indi-

viduals trained in this sensitive area can be of great service to handicapped children and their families by knowing how to guarantee and expedite appropriate, productive educational services and prevent the schools from becoming preoccupied in the giant areas of adversarial argumentation.

7. *Private Consultants in Special Education Programming and Management*. Many new firms will be created in the next ten years that have as their main function consultation to schools, private associations of parents, teachers' groups, professional organizations, private purveyors of services to the handicapped, legislative bodies and the allied professions of medicine, law, social work, and many others. Appearances by these expert consultants before policy boards, courts and training groups will be in great demand. These consultants will also be used to provide evaluation and planning services much like management or C.P.A. firms do in the business world.

University doctoral programs have responded to society's call for leadership, training and research needs of handicapped children and adults during the past three decades. More complex inter-group demands and pressures will require a new crop of hybrid, cross-bred doctoral scholars who can take the huge new funds of knowledge and experience and apply them to the intricate interwoven social problems of society and the special needs of America's handicapped people of the 1990's. Doctoral programs will flourish if they see the "new markets" and modify their professional training programs to meet the demands of these and other new job roles. If we fail to see the new roles for trained doctoral level special education, we can expect that other more viable training sources will quickly fill the void. Human and professional survival depends upon the courage of people to be different, to adapt and to change!

# CONTINUING EDUCATION NEEDS OF DOCTORAL ADVISORS IN SPECIAL EDUCATION

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Continuing education as defined by Thomas Webster is "an educational process which includes education beyond the graduate degree, staff development, in-service training and adult education." (1) A professional in any field must participate in this educational process if he or she is to develop and maintain competency. As a matter of fact, legislatures are requiring certified professionals to participate in continuing education to retain licenses and to practice or maintain adequate certification. In a number of states, legislation governs the continuing education of such professionals as certified public accountants, lawyers, nurses, optometrists, pharmacists, real-estate personnel, social workers, veterinarians, dentists, and nursing home administrators. Even as early as the 1930's, the American Medical Association proposed far-sighted guidelines for continuing education of physicians.

Associations and business corporations are hiring staff personnel to plan and implement continuing education for their employees. Furthermore, rewards and awards are offered to the employees after the satisfactory completion of a specified number of hours in educational pursuits. Public and private schools reward teachers for continuing their education beyond the minimum essentials for certification.

Even though not all associations support and encourage legislation which mandates continuing education, most professional organizations believe that continuing education is essential for continued professional success and competency. This belief is based upon an awareness of the complexity of present-day society and upon a concern for the rapid advances and changes which are occurring constantly.

Higher education, however, has been noticeably delinquent in expecting or requiring faculty, including doctoral advisors, to continue their education to maintain necessary competencies. Certainly with the advent of innumerable legislative changes in the field of special education, deficiencies in knowledge and practice could become progressively more noticeable each year. Doctoral faculties must avoid such a dilemma by becoming involved in organized continuing education. The spheres of knowledge and practice must not grow farther and farther apart.

To be effective continuing education in any field must provide appropriate professional experiences which explore the trends and new developments in that field. Additionally, needs and lack of knowledge or skills must be identified before continuing education can be appropriately planned and implemented. Priority should be given to those needs which seem most prevalent among the doctoral faculty within each college or university. Admittedly, the diversity of faculty interests and needs can be an obstacle to such individualized planning, but regardless of the difficulties involved, doctoral advisors must be persons who develop innovative procedures and who have the ability to put these procedures into effect. Therefore, a responsibility exists for advisors to become involved in long-range planning and to provide the leadership to effect the long-range plans. Doctoral advisors are preparing doctoral students for professional levels which will extend over as many as thirty or forty years. Such a responsibility means that the advisor must be able to identify futuristic trends. How many doctoral advisors actually engage in the long-range planning necessary to equip or advise for future demands? Advisors must be able to anticipate forthcoming issues in special education rather than merely to react when they occur. Advisors must be action-oriented and far more professionally sophisticated than formerly.

A policy statement outlining the requirements for the doctorate and issued by the Council of Graduate Schools in the United States (2) referred to doctoral candidates in the following manner:

> All share a common goal—to develop those procedures and requirements which lead to the development of an educated person, competent in a specialization, able as a teacher, and willing to contribute significantly to the knowledge underlying the discipline and to the welfare of the society of which he or she is a part (p. 15).

A doctoral advisor must accept the major responsibility for the leadership and direction needed to assist a doctoral candidate in developing the above competencies. Perhaps the task seems formidable and beyond the realm of accomplishment. As a matter of fact, the awesomeness of the task actually discourages some faculty members from applying for the role of doctoral advisor. Perhaps no advisor can accomplish all of the desired expertise needed for doctoral advisement; however, all can exert greater effort toward achieving a majority of the desired competencies.

## Identification of Continuing Education Needs

The list of experiences needed for competent advisement is unlimited; however, the following experiences seem to deserve top priority:

1. *Advisors should receive experiences in a practical on-the-job setting.* Opportunities must be available for continued interaction between doctoral advisors and special education personnel in public and private schools, in state departments, in clinics, and in other facilities which provide job opportunities for doctoral candidates. Doctoral programs on college and university campuses must be linked to the realities of society's needs. In fact, societal circumstances are forcing institutions to look closely at the underlying purposes for their doctoral programs. The future of doctoral programs might depend to a great extent on how effectively doctoral faculty and advisors can help their advisees and students be successful in employment.

A key to quality doctoral programs is in the advisor's ability to interrelate theory and practical experiences. Unfortunately, the structural bias of some graduate education emphasizes only research and theory and provides almost nothing to prepare students for employment needs and career goals which they must meet. Even though some candidates will find employment on college or university campuses, others will seek employment elsewhere, and answers learned on campus are not necessarily the appropriate answers for some environments where candidates will be placed. Perhaps, rather than direct graduates into specific professional roles advisors should be sufficiently knowledgeable so that career options can be explained and presented. Such knowledge comes from a semester in a public or private school or an internship in the special education section of a state department of education. According to Cowden and Jacobs (3) "this notion—that graduate doctoral education is more closely tied to the university than to the profession for which it professes to prepare one—has long been one of the idiosyncracies of American doctoral education" (p. 560).

Since the doctoral program must be partially oriented toward the employment and career goals of doctoral candidates, an advisor must have an awareness of each student's career goals so that appropriate training experiences can lead to meaningful employment. To do this an advisor must receive continuing education in settings where candidates will be employed, since observing and working in these environments will enable an advisor to assist the doctoral student with course selections, internships, and practical experiences for the role he or she will eventually play in society. Even advisors who are competent and professionally strong need these continuous "job-directed" experiences. Simply revamping course content or simply streamlining a practicum or internship on campus might not lead to improved competency. The advisor must experience "first-hand" the needs and issues related to special education and must acquire innovative and appropriate ways of meeting the demands of present-day society. Education must be continued in environments which will alert advisors to the diverse problems related to the field of special education. Such an internship also provides the much-needed opportunity for the special educator to perceive special education within the framework of a total educational system. With the advent of mainstreaming such conceptualization is mandatory.

Perhaps an advisor should be required to spend an internship in a public or private school setting every three to five years. Present-day educational communities are faced constantly with the difficulties involved in enacting legally mandated procedures. Unless advisors spend time in these communities, they cannot provide adequate interpretation of the problems occurring. Too many are totally removed from the reference group with which their advisees will work. Perhaps faculty members participate in a limited way in activities within the public schools of the immediate geographic region, but they have no concept of the national community into which advisees will go. How can an advisor offer appropriate advisement related to course work or a practicum experience if he or she has not been in the environment where the doctoral candidate might eventually be placed?

Extreme care should be exerted in selecting sites for such continuing education. Optimal conditions should be available for observing special educators at work; the sites should be typical of environments where doctoral candidates might be placed, and opportunities should be available for planning sessions and discussions between site and university personnel.

A long-term project which must result in a finished product of practical, applied significance is an important part of learning for a doctoral advisor as well as a doctoral candidate. The egocentricity of total self-sufficiency, or the unwillingness to learn from others, seriously interferes with continuous education and increased competency.

2. *Doctoral advisors in special education must continuously up-date their knowledge of state and federal legislation.* Obviously, the field of special education is being regulated to a far greater extent than ever before; the acquisition of adequate information and accurate interpretation of that information is time-consuming and sometimes difficult. Nevertheless, doctoral advisors must assume an obligation for enlightenment which, in turn, must be shared with their advisees. Too few faculty members attend legislative hearings, become familiar with legislative proceedings, or study the rationale underlying specific legislation. Yet, current legislation including Public Law 94-142, calls for significant and drastic changes in the education and care of handicapped individuals as well as in the organization and structure of general education. Demands from special interest groups and parents must be interpreted in relationship to state and federal legislation. Attempts must be made to understand all of the complexities which result from new mandates. Such understanding can occur only through continued education.

3. *Doctoral Advisors should continue their education in statistical methodology and computer programming.* A tendency exists for advisors to encourage doctoral candidates to search elsewhere for assistance with statistical procedures. Many advisors find it difficult to help their advisees analyze data from research in the field or even to select the appropriate statistical procedure for a dissertation. Data which have been collected during a research project must be interpreted by another. A doctoral advisor needs the skills necessary for sponsoring and directing research.

Some faculty members completed coursework in statistics and research methodology prior to the use of computer services; therefore, expertise in computer programming is lacking totally. Recognizing the need for computer education almost every major college and university provides seminars, courses, or workshops to encourage faculty members to become familiar with computer science; however, interest seems minimal.

4. *Continuing education for doctoral advisors should include participation in scholarly writing and research.* Typically, motivation toward writing and research is keen during the early years of a faculty member's life in a college or university setting, since publications are prerequisites for promotion, tenure, and doctoral faculty status. If no other motivations exist, research writing may diminish or completely cease, and the advisor's writing skills become deficient. Doctoral advisors should evidence accountability through high-level scholarly writing accepted by refereed journals. To be more than an exercise, writing should be approved by other scholars in the field of special education. The approval of a board of professionals guards accuracy, scholarship, and professionalism. A doctoral advisor needs the benefit of candid evaluation by peers, and acceptance in a respected, refereed journal is demonstrated competency in scholarly writing. Without this demonstrated competency, advisees might receive less than adequate assistance with their writing efforts.

5. *Continuing education is needed for information-acquisition pertinent to special*

*education and related disciplines.* Current information relevant to the field of special education provides the foundation for the entire doctoral program. Advisors must be attuned to the language and terminology of the discipline in which they are advising. They must also demonstrate knowledge of philosophies, research findings, teaching methods, assessment techniques, delivery services, curricular changes, and materials relevant to the field of special education and related disciplines. Doctoral advisors must continue to be learners.

As suggested earlier, areas which can be covered through continuing education are limitless. Follow-up studies of doctoral candidates after completion of their programs will suggest other areas of need. Advisors should initiate and conduct program evaluation regularly by soliciting employers' evaluations of the graduates' competencies and by investigating the graduates' reactions to the effectiveness of training and advisement.

## Methods of Implementing Continuing Education

Following a needs assessment to determine deficits in doctoral advisement, methods can be selected for meeting these needs most successfully. Careful planning must occur over a reasonable period of time and should involve doctoral advisors, doctoral candidates, and administrators concerned with doctoral advisement. Without careful planning continuing education could be fragmented into isolated activities which would be of little value. Objectives should be formulated in relationship to needs, and methods can be selected for use in the educational process. Hopefully, methods selected will be primarily experience-centered with each doctoral advisor actively involved in participation.

The following list suggests some methods for implementing continuing education:

1. Attendance at clinical and seminar sessions during conferences and professional meetings.
2. In-service seminars and staff development programs conducted on college and university campuses.
3. Both short- and long-term educational leaves to participate in post-doctoral study.
4. Participation in cooperative internships with state departments of education, public and private schools, and university departments of special education.
5. Enrollment in short courses or workshops sponsored by colleges and universities.
6. Involvement in self-instructional programs such as those related to computer programming.
7. Membership in special interest groups which pursue an area of study, writing, discussion, or collaboration in research.
8. Participation in field experiences which provide practice in professional activities with the supervision of an authority or expert in the field.
9. Independent study under the sponsorship of a responsible educational agency.
10. Collaboration with advisees in research and scholarly writing.

11. Development and implementation of an innovative procedure or program in the field of special education.
12. Self-assessment through the use of questionnaires for the purpose of initiating self-improvement.

No one of the above methods should be considered superior to all other methods of continuing education. Methodology, to be successful, must match the individual needs of each doctoral advisor.

## Issues in Continuing Education for Doctoral Advisors

The profession is confronted with a number of issues which must be resolved before a program of continuing education can be initiated successfully.

Should continuing education be required or participation voluntary?

Would mandatory continuing education infringe upon an advisor's academic freedom?

What methods could be used to assess the needs of doctoral advisors?

Do participants in continuing education demonstrate a change in competencies or does change occur primarily in information-acquisition only?

What criteria should be used to assess competencies and knowledge?

Is peer review a viable method of determining if an advisor has the necessary competencies for advisement?

With budget cuts and smaller faculties, how can advisors find time for continuing education?

What roles should a department of special education play in continuing education?

Should reappointment as a doctoral advisor be contingent upon the successful completion of a specified program in continuing education?

What kinds of procedures or what type of organizational plan should be used to implement continuing education for advisors in special education?

How can programs in continuing education be monitored and evaluated?

## Summary

Hopefully, this paper presents a serious proposal for the reform of doctoral advisement procedures and techniques. Such reform can be achieved only if doctoral advisors are willing to continue their education to improve their competencies and effectiveness; however, continuing education may not be realistic without released time for the advisor and without adequate recognition and reward by college and university administration. The rewards for engaging in continuing education must be obvious and immediate—extra compensation, released time for advising, and administrative commendation.

In hierarchial organizations such as a university, innovations and improvements in doctoral advisement must be effected primarily by guidelines established by administrative personnel. Additionally, such a program requires adequate budget, appropriate facilities, and sufficient support personnel. Nevertheless, perhaps the most judicious way of effecting improvement in advisement is through a planned program of continuing education.

Society holds a specific profession responsible for group competency. The impact of a profession on society is determined primarily by the competency maintained by the professional group as a whole. Since a group responsibility for continuing education exists, a profession must provide criteria, structure, and activities for achieving the education.

The vast majority of the doctoral advisors in the field of special education are motivated and eager to provide the best advisement and direction possible. Most faculty members will participate willingly in a program of continuing education if that program has relevancy for their role responsibilities.

Progress toward competent advisement is attained by a willingness to participate in information-acquisition, practical on-the-job experience, research and writing. By participation in these types of continuing education, an advisor can provide a model for doctoral advisees. Doctoral students are educated by example. The capabilities they see in a doctoral advisor frequently become the model for their future achievements, and the ultimate measure of an advisor's success can be measured best by the professional contributions of his or her advisees. If continuing education can result in model advisors, the issues can be resolved.

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# RESEARCH TRAINING AND EXPERIENCE IN SPECIAL EDUCATION DOCTORAL PROGRAMS

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As a profession, we are on the threshold of a new decade. It promises to be a decade that will test our national resolve to meet the educational needs of all exceptional children. The decade should also see the resolution of the competing trends which characterized Special Education during the 1970's. Special Education doctoral programs are currently faced with the challenge of preparing scholars who are capable of meeting the challenges of the next decade.

Large scale efforts to prepare special educators at the doctoral level began approximately 20 years ago. Support for these efforts was provided by the Federal government under the auspices of P.L. 85-926. The 1960's and 1970's saw significant growth in both the numbers of universities providing doctoral preparation in special education and the numbers of students enrolling in and completing these programs. While the emphasis on producing more doctoral graduates is declining nationally, doctoral level preparation of special educators remains a major component of many Departments of Special Education.

Most special education doctoral programs have focused on the preparation of teacher educators or administrators. While the thrust of these programs was on the practical tasks of preparing personnel who were good at preparing teachers or at administering education agency programs, the doctoral level practitioners prepared were also described as scholars. Each doctoral program included experiences (e.g., statistics courses, dissertations) that were supposed to assist the doctoral student to achieve the goal of becoming a scholar.

The purpose of this paper is to discuss the research experience and preparation needed by the doctoral level special educator of the future. To achieve that purpose, this paper will discuss (a) several influences on research preparation, (b) research training in Special Education, and (c) several issues which need resolution as we seek to improve the quality of our efforts.

## Influences on Research Training

Several factors influence research training in Special Education. Our concept of research, the value placed on scholarship, and the research needs of the field are fundamental factors which influence how we build research training into our doctoral programs. These factors influence both the nature and quality of the research training experiences in which our students participate.

### *Our Concept of Research*

Research is a process in which one (a) asks questions, (b) seeks objective answers to those questions in such a way that someone else could easily follow the same procedures, and (c) shares the answer(s) to the question. The objective of this process is the specification of unequivocal relationships between variables.

Repeated demonstrations of the unequivocal relationship establishes that relationship as a fact. Through the application of this process one attempts to understand and explain the relationship observed.

There is no prescription for the "right" kind of Special Education research. The fact that Special Education is an applied behavioral science suggests that at least some of our research will be experimental in nature. Pure, fundamental, and applied research (Stolurow, 1959) are types of experimental research that are vital to the development of the knowledge base upon which we build programs. It is also safe to assume that some of our research will be analytic. It is important that we value and support all forms of scientific inquiry.

Although they are frequently mistaken for each other, evaluation, development, and research are distinctly different. Evaluation "is the process of delineating, obtaining, and providing useful information for judging decision alternatives" (Stufflebeam, Foley, Gephart, Guba, Hammon, Merriman, & Provus, 1971, p. 40). Development is the construction of products or devices that can be used to achieve an educational purpose. Research, as defined above, provides the knowledge base upon which useful educational products can be built. While it is important for the doctoral level special educator to be skilled in evaluation, development, and research methods and tools, the three should not be viewed as synonymous.

Our understanding of the concept of research influences our research training programs in important ways. Our concept influences the scope of the program. Our concept also influences the nature and quality of the experiences we include in the program. Our concept of research also influences our selection of faculty to work in the research training program. Research training which focuses on a limited conceptualization of research ensures that the student will not acquire the skills needed to perform as a scholar.

### *Scholarship*

Scholarship is a way of thinking and behaving that impacts on all aspects of our professionalism. Scholarship is not confined to research but should be the foundation for our service, teaching, and research activities. Our scholarship should be evident in all of our professional activities. It is the central trait in the doctoral level special educator's performance.

To be a scholar is to be a learned person. To be a scholar implies that one has mastered a body of knowledge, is committed to inquiry, to obtaining the answers to questions through the collection of information, to the testing of hypotheses, and the application of logic to the data at hand. To be a scholar implies that one is capable of identifying significant questions, analyzing the components of the question, synthesizing and integrating information from disparate sources and applying that information to the questions at hand, and communicating the results of our scholarship. To be a scholar implies that one has a commitment to scholarship.

The value we place on scholarship has a significant impact on the training we provide doctoral students. The nature of the assignments given to students and the standards used to evaluate student performance reflect the value placed on scholarship. The emphasis given to scientific training in the program reflects our values. The value placed on scholarship will influence the degree to which the student is socialized into the ". . . scientific orientation—the affective commitments . . . as well as the intellectual frame—necessary . . ." (Shaver, 1979, p. 8). If scholarship is not valued, students may not be (a) challenged to excel, (b) evaluated with fair but rigorous standards, (c) provided with appropriate role models. If scholarship is not valued, it will be possible for the student to develop the mistaken idea that scholarship is something that applies to only a portion of their professional activity.

*Research Needs*

The research needs of special education influence the research training program. This influence is expressed in the types of research literature perused, the areas of inquiry toward which students are directed, and the nature of the research problems selected for study.

During much of its history, "special education research has focused on the identification and evaluation of exceptional children, the educational characteristics of exceptional children, the development of instructional materials and techniques, and evaluations of educational programming alternatives" (Prehm, 1976, p. 15). Gallagher (1975) noted that significant research needs included:

(1) systems approaches to evaluating the exceptional child.
(2) systematic research focused on the basic learning strategies and processes by which exceptional children process information.
(3) longitudinal research focused on the cognitive and personal-social development of exceptional children and youth.

Projections of future trends in Special Education (Safer, Burnette & Hobbs, 1979) suggest that special education research and practice will have to accommodate

(1) changes in our target population to include handicapped adults.
(2) changes in the concept of educational programs to reflect year-round education and the school as a place where a variety of medical, social, and educational services are integrated.
(3) changes in curricula and materials to reflect both an emphasis on the whole person and self-actualization and technological advances.
(4) changes in the type of educational personnel needed to serve the exceptional child.

The research needs of Special Education provide an excellent source of content for inclusion in the research training program.

## Research Training in Special Education

Special Education research training programs should be based on a clear understanding of the nature of the research process, a strong commitment to scholarship as a valued trait, and the research needs of our profession. The purpose of the doctoral program should be the production of special education scholars. Training for scholarship should permeate all aspects of the doctoral curriculum rather than being confined to a set of research courses.

The research training experiences provided to Special Education doctoral students should include (a) mastery of a body of knowledge, (b) mastery of the research process, (c) mastery of the evaluation process, and (d) experiences which lead into the affective and intellectual frame of reference typical of the scholar. Through these experiences the purpose of the doctoral program can be achieved.

### *Mastery of a Body of Knowledge*

Knowledge provides the base upon which we build educational programs for exceptional children. Knowledge provides the substance for our teaching. Knowledge is the source for the identification of problems worthy of inquiry. Mastery of the knowledge base upon which Special Education is built is, obviously, crucial if the doctoral level special educator is going to be able to perform as a scholar. Mastery of the knowledge base is achieved through formal coursework, seminars, the preparation of seminar papers, the preparation of research reports, discussion with fellow students and faculty. When viewed in this manner, every aspect of the doctoral program is a component of the research training program.

### *Mastery of the Research Process*

Mastery of the research process is, obviously, an essential ingredient in a Special Educational doctoral program. Mastery is achieved through a combination of both formal and informal instructional opportunities. Included among these experiences should be:

(1) practice in the *identification and analysis of research problems*. Through these experiences the student learns to identify problems which can be researched. The student should also learn to evaluate the significance or triviality of the research problem identified. Through these experiences the student would also learn how to state the problem with clarity and precision.

(2) practice in the *design* of procedures which will allow the research problem to be investigated. The focus should be on the study of problems and the development of procedures to solve the problems rather than the study of traditional designs. While the student should know the "classic" experimental and quasi-experimental designs, these designs should not be the focal point of research training. Problems and the development of procedures to solve the problems should be the focus. If problem solution is the focus of research training then the student will be equally facile with a wide range of research approaches (e.g., traditional experimental design, single subject, ethnographic, historical, etc.) to inquiry.

(3) practice in the *analysis of data* collected to answer research questions. This practice should be provided through both formal coursework as well as the analysis of data from research conducted by the student.

(4) *practice in interpreting the results* of the data analysis. Data analysis provides the researcher with answers to the research questions posed. The answers obtained are interpreted in the light of other research and logic. Preparation of papers based on the student's research provides the opportunity to practice this skill.

(5) practice in *dissemination of research* results. Communication of the results of one's findings is an integral part of the research process. Through written papers and oral presentations the student obtains experience in dissemination. These papers can be presented in courses and seminars, local, regional, or national conferences of professional organizations and through informal working papers or publication in an appropriate journal.

(6) *practice in implementing* research. One does not become a scholar through coursework and practica. One becomes a scholar through repeated practice of the act of scholarship. The dissertation should be but one of several research projects in which the student engages. Through continual practice one will acquire the skills and attitudes typical of the scholar.

(7) *practice in preparing proposals* for funded research. Most research requires the commitment of material resources to the study of a given problem. These materials have a financial cost. Practice in preparing proposals for funded research will provide the student the opportunity to develop the skills needed to acquire the funds necessary to conduct the research.

(8) *practice in supervising the research of others*. Through supervising the research of another student the special education doctoral student extends his/her ability to evaluate the significance and appropriateness of research questions and the procedures designed to answer those questions. The supervisory experience allows the student to strengthen his/her interpersonal and communication skills. The supervisory experience also provides the doctoral student with practice in modeling scholarly behavior for another student. In my experience, having a doctoral student serve as an unofficial "advisor" for a master's thesis provides an excellent vehicle for this type of experience.

(9) practice in *obtaining service agency* cooperation. Experimental and descriptive research in Special Education employ human beings as subjects. These subjects are usually obtained through a service agency. Our dependence on the service agency demands that the Special Education research have a high level of skill in establishing relationships and working with community agencies. Shaver (1979) notes that with the cooperative involvement of the researcher with the agency, both agency programs and research quality is enhanced.

### *Mastery of Evaluation Procedures*

Program and materials development are high priority activities within Special Education. Predictions about future directions of Special Education programming suggest that development will continue to be of high priority. Evaluation skills are necessary if one is to participate effectively in the development process. Knowledge of the components of evaluation and evaluation procedures is essential if the doctoral level special educator is to be able to distinguish between research and evaluation and to know when to apply each approach.

*Socialization as a Scholar*

Socialization into the affective and intellectual "set" of the scholar should be a crucial component of any research training program. Failure to socialize the student to scholarship has been cited as a major factor contributing to the paucity of significant research in general education (Shaver, 1979) and in special education (Drew & Buchanan, 1979).

Educators generally place little value on research (Ausubel, 1969; Shaver, 1979). As a result, research and scholarship have been low priority activities in the educator's doctoral program and post-doctoral career. "Many education faculty share with their doctoral candidates the view that the dissertation is a hurdle to overcome, rather than an opportunity to learn how to be a productive researcher and/or to contribute to scientific knowledge" (Shaver, 1979, p. 5). One result of this anti-intellectual bias is the proliferation of trivial research. A second result is the transmission of the bias to future generations of would-be scholars.

If this cycle is to be broken, Special Education Departments must emphasize scholarship as a requisite faculty characteristic, provide students the opportunity to study with appropriate role models, and reinforce scholarship on the part of both students and faculty. It is important to break the cycle so that the knowledge base necessary for the continued development of Special Education can expand. The cycle must also be broken so that the doctoral level Special Educator has the skills needed to assume an appropriate leadership role.

Socialization of the student to scholarship should occur in a variety of forms. The student should have the opportunity to observe scholarship in action through their professors teaching, research, and service activities. The student should be expected to produce scholarly works in their courses and seminars. The student should have the opportunity to practice scholarship through working on research with a scholar. Through both formal and informal means the student can be given the desired socialization experience.

## Issues to Be Resolved

A wide range of issues which confront doctoral research training efforts in Special Education could be identified. For the purpose of this paper I have chosen three. They are issues which must be resolved if we are to break the cycle of anti-intellectualism found in our profession. The issues include questions about (a) why research training should be included as part of a doctoral program at all, (b) who should do the research training, and (c) where research training should occur.

*Why?*

". . . there would have been little discernable effect on educational practice if most of the studies reported in educational journals and dissertations had never been published" (Shaver, 1979, p. 3). Furthermore, it has been reported (Arlin, 1977) that the majority of researchers in education report no more than one study. Arlin's finding for general education probably holds true for special education. If most educational research is useless and most doctoral graduates report only one study, why emphasize research in a doctoral program? Would not the time spent in research training be more productively spent in more "practical" experiences?

It has been argued (Ausubel, 1979; Shaver, 1979; Drew & Buchanan, 1979; Kerlinger, 1977) that one reasonable explanation for the minimal impact of much educational research is the inadequate research preparation of most doctoral level educators. A second reason is the fact that the single contributions of most researchers do not relate systematically to a broader body of knowledge and/or series of studies. A third explanation is that educational researchers have rarely engaged in sufficient replication research (Shaver, 1979) to confirm or reject the findings of one's own and other's research.

It can be assumed that correction of the weaknesses in existing research training programs will lead to the preparation of scholars. If the purpose of doctoral preparation is the development of scholars then the weaknesses must be corrected. Through the actual preparation of scholars, our profession's capacity to produce a greater amount of significant research will be ensured. With the production of greater amounts of significant research, the rate of improvement of our professional practice will accelerate.

Time spent on teaching people how to analyze research problems and to develop procedures to resolve the problem is not time wasted. Such training provides one with the tools necessary for renewing one's knowledge base and for selecting the best knowledge to pass on to one's students and/or colleagues. In my own experience, the only aspect of my graduate preparation which has survived the passing of time has been my research training.

The purpose of Special Education doctoral preparation is the preparation of scholars; scholar-researchers and scholar-practitioners. Scholars cannot be produced without training and experience in research. Therefore, research training must remain an integral component of doctoral preparation.

### *Who Should Prepare Researchers?*

This question is a difficult one for educators to resolve. Each of us has graduated from a doctoral program which included research training experiences and has conducted at least one piece of research. Furthermore, we have embraced an egalitarian view regarding our "right" to supervise doctoral students. To deny a faculty member the opportunity to supervise a doctoral student is viewed as an attack on that faculty member's overall competence and person.

To allow one person to supervise doctoral students and to restrict another from doing so does not mean that the one is a better person or professional than the other. It only means that the two persons have achieved differing levels of skill with respect to their performance as a scholar. They both remain scholars; only their skill levels differ.

It is only sound educational practice to assign the student-scholar to the skillful faculty-scholar. Through work with the skillful faculty-scholar the student will have the greatest opportunity to be socialized into scholarship.

Colleagues with skill levels below those desired for supervision of doctoral students should be assisted to develop their scholarly skill. Through such assistance the pool of scholars will be enlarged. Through such assistance the number of appropriate role models for students will be increased. Until all departmental faculty have attained the skill levels desired "there must be rigor in appraising faculty competence to serve as doctoral advisors . . . " (Shaver, 1979).

*Where Should Research Training Occur?*

The rate at which new Special Education doctoral programs are being developed has slowed dramatically over the past several years. This phenomenon is a function of the over-supply of doctoral graduates in some areas of special education (e.g., learning disabilities) and the reduction in Federal support for doctoral education. Like the issue of who should prepare doctoral level special educators, the issue of where they should be prepared is also difficult.

Once a Department has a doctoral program, it is difficult to consider closing that program. The program provides the Department with prestige, support, and visibility. The program provides each of us the opportunity to perpetuate ourselves through our students.

If a Department does not have a vigorous program of research, that Department should not be preparing scholars. Departments which have little on-going research cannot provide the climate within which one can become a scholar. One does not learn to do research by passing courses in statistics, research design, and interpretation. One learns to do research by doing research. If there is a minimal on-going research the student is denied the opportunity to learn through practice and through observing desirable role models. Doctoral preparation should, therefore, be restricted to those Special Education Departments which have vigorous programs of research. By restricting doctoral training to those Departments we would increase the probability that we would break the cycle of anti-intellectualism observed in Special Education.

## Concluding Comments

Research training should be at the heart of a doctoral preparation program in Special Education. Through research training experiences our students should develop the skills and attitudes which will establish them as scholars. Through the preparation of scholars we can advance our profession significantly.

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# DOCTORAL PRACTICA: WHAT, WHY, HOW

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The purpose of this paper is to describe, in the context of a larger discussion of doctoral education, the nature and value of doctoral practica in Special Education.* Professional issues relevant to the development and maintenance of high quality practica are also presented.

While there is no attempt necessarily to describe the doctoral practica in Special Education at The University of North Carolina at Chapel Hill, the examples and illustrations are drawn from this program. Several practica experiences described by doctoral students are presented in the appendix to illustrate the range of practicum alternatives available.

The paper is divided into six sections: (1) definition and goals of the doctoral practicum, (2) types of practica, (3) the practicum contract, (4) integrity of the practicum, (5) preparation for the practicum, and (6) follow-up.

## Definition and Goals

For purposes of this paper practicum is defined as any required, supervised experience, which has as its primary purpose the satisfaction of requirements and the achievement of specified objectives of the doctoral program and the students. The practicum may or may not have credit hours assigned to it.

There are two basic goals of the practicum for students: (1) the acquisition of information and skills, and (2) identification with the professions.

Practicum literally means to practice or engage in practical work. Relative to the goal of information and skill acquisition, the practicum is the student's opportunity to observe, study and participate in professional settings. It is at this point that students integrate and apply basic concepts and knowledge of the professional area. During the practicum students acquire technical skills and professional competencies that prepare them to function as professional special educators.

The second goal, identification with the profession, involves the professional and occupational socialization of the student. In order for the student to enter the profession, it is necessary to develop a professional self-identity as a special educator. Such an identity involves the development of certain attitudes concerning professional behavior.

There is a very extensive literature on occupational socialization (Lortie, *School Teacher*, 1977), which describes the importance and delineates the features of this process. There is a process of indoctrination and education that leads to certification and prepares one to occupy certain roles within organizations. This is a process by which one learns appropriate behavior codes, the ethics of professional practices, and generally adopts and internalizes the values common to the professional group. Just as the technical skill-oriented training is the process by which professional practices are transmitted, occupational socialization is the process by which the culture of the professional body and guild is transmitted.

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*A distinction between practicum and internship is not relevant to the purposes of this paper.

Socialization into the profession is typically a lengthy process with symbolic indicators of status in this process. Completion of a degree and/or the acquisition of a professional certificate is usually a part of the initial phase of this process. In the university, for example, academic rank is one indicator of status in this process. Promotion is not necessarily related to the development of specific new skills so much as it is based upon evidence of relevant scholarly, academic, and professional functions. Rank is an indication of status in the organization and promotion carries with it an expanded sphere of influence in the organization. It is this process by which the profession and organization stabilize themselves. The principle has been applied across professions and across organizations.

The practicum serves an important instrumental function in the training process relative to socialization. It is at this point that the student is physically, socially and psychologically located in the kind of social setting in which he/she is most likely to work. It is in this setting at this time that relevant role models related to career objectives are likely to be most available. Thus, at this time a student will begin experimentally occupying the role. This is a complex process with ethical, moral and political as well as technical and professional dimensions.

The practicum, then, serves two very basic functions as a part of the doctoral training program. It allows the student to develop, integrate and apply knowledge under supervision in the acquisition of technical and professional skills. Equally important, it provides an opportunity during the training process to intensify and focus the occupational socialization of the student.

## Types of Practica

The types of practica needed depend upon the program's goals. At The University of North Carolina at Chapel Hill, the doctoral program in Special Education prepares students to assume careers as teacher trainers, researchers, or as special education leaders in public schools or in human service organizations. The student is required to complete a six hour practicum in the area of their primary career emphasis and is encouraged to complete a practicum in one area of their secondary interest. This decision is left to the student and his/her doctoral committee. In addition to the six hour practicum, the student is required to complete a research practicum which carries with it no university credit.

Doctoral practica in teacher education, administration, and research are not uncommon in doctoral programs in special education. What is less common is a clinical practicum. In special education, unlike clinical psychology, for example, clinical training occurs at the Master's level. At the doctoral level there is typically very little clinical training. At the doctoral level training is more focused upon the development of knowledge and skills in research, program planning and evaluation, technical assistance, administration, adult education, the generation and evaluation of theory, the integration of bodies of knowledge, and technical communications. As a result of P.L. 94-142 many additional demands are made upon the role of a special educator which require more clinical skills than in the past. Special educators must in many instances assume leadership roles in school-based committees, for example, where different clinical disciplines share diagnostic data on the child and reach some decision regarding his special educational needs. The special educator must be able to contribute to this study of the child and understand and value the contributions of others, and through this understanding facilitate the development of a comprehensive and accurate assessment of the child's needs. The special educator must also be able to communicate effectively with parents, making intelligent use of their input and helping interpret to them, where necessary, the input of others. As the role of the special educator expands, it is essential that the professional training program provide opportunities for students to learn skills to enable them to function successfully in that expanded professional role. It is, therefore, essential that more clinical training at the doctoral level is considered. By definition this must involve the practicum aspect of the doctoral program.

## The Practicum Contract

The practicum involves a set of agreements between a student, the training program, and the practicum site. It is, in effect, a three party contract or, in instances where the training program is also the practicum site such as student assistance in teaching a course, a two party contract in which a common understanding exists. The common understanding involves more than agreement about the student-oriented objectives of the practicum. It involves mutual expectations between all parties of the contract. There is potential gain and potential loss in the practicum experience for the student, for the training program, and for the field site. It is highly desirable to have the expectations of all three parties clearly specified in advance of the practicum placement. There are administrative, programmatic and ethical considerations that must be clearly understood by all parties.

The training program and the practicum site must develop standing general agreements and periodically review those agreements. It is important, however, that the student be involved in negotiating the specific agreement for his/her practicum.

The personal/professional styles of students and supervisors are important factors in negotiating a good match between the student, the practicum site and the university training program. It is not always possible to make good predictions in this regard, but a "bad fit" will likely come to the attention of the practicum coordinator. This is one reason careful monitoring early in the placement is especially important in the formative evaluation.

An open and clear contract or agreement between the student, program and practicum site is an important instrument in program evaluation. A clear agreement will include the nature of the data to be collected and the terms of the evaluation of the program. It will also specify who is responsible for collecting the data and who ultimately will receive it. This is the basis upon which future decisions should be made for agreements between the training program, the practicum site and students. This agreement will also insure accountability to the student relative to grading, making it clear who assigns the grade and the criteria for the grade.

There are many professional issues, whether of administrative, programmatic or ethical consequence, which must be addressed in the agreement. One issue, for example, is whether or not there will be any money involved. Is it appropriate for the student to be paid while he is involved in his practicum? Should the practicum site be paid for the training it provides? What about the ownership of products, such as curriculum materials, that are developed during the course of the practicum? These kinds of issues must be addressed clearly in the agreement. Criteria for these decisions should be fully discussed and understood by the university faculty and staff, staff at the training site, and students.

There are several things which a clear agreement can guard against if the terms for evaluation are specified. One is the assignment of duties to the student simply for the convenience of the practicum site. The expedience of a supervisor, such as the review of literature, is by itself also inappropriate. The test of appropriateness of an assignment must be the extent to which it satisfies legitimate needs and interests of all three parties. It is recommended that the decision should begin with an assessment of the extent to which appropriate training needs of the student are being met.

Clearly specified expectations in a practicum agreement can also help protect the student from a supervisor who does not have competencies relevant to the specific training needs being addressed. A supervisor may have administrative responsibility for a practicum placement and it may be assumed that the supervisor has all of the skills required in a particular setting. It may also be assumed that, since the supervisor has the administrative, research or clinical skills that the student is wishing to develop, that the supervisor also has supervisory skills. Both assumptions, of course, must be tested. It is important here to note that the incompetent or inadequate supervision can come from the faculty of the training program or from the staff of the practicum site.

The perception of adequacy or sufficiency of supervision frequently varies, depending on whether you take the view of the practicum site, the training program, or the student. This is, of course, understandable when you consider that each party brings related, but not identical needs to the experience. The practicum site must maintain the delivery of quality services to their clients or students. Minimizing disruption or in any way compromising the quality of those services is most important to the practicum site. Learning new skills is more important to the university student. The training program is interested in the effective accommodation of these two sets of interests.

## Practicum Integrity

Practicum integrity refers to the extent to which the practicum is an integral part of the doctoral training program. It must "fit" and support the program's philosophy, organization, goals and program content. It must also fit the student's professional career aspirations. A good fit or match should exist between the practicum and three contexts that will be discussed here: (1) program philosophy and goals, (2) assumptions about how adults learn, and (3) the organizational and programmatic context of the training program.

Relative to program philosophy and goals, for example, if the program is preparing teacher trainers and takes the position that a major portion of the teacher training in the future must be provided on an inservice basis, then the practicum for these students should reflect this position. Specifically, students should have supervised practicum opportunities to provide training for teachers in public school settings. The UNC-CH training program in special education has developed cooperative training arrangements with public school systems to make this kind of opportunity available to students. If the doctoral program is preparing special educators to assume a leadership role in public schools, then a relevant practicum must be provided to support this perspective. Similarly, if the program is training educational leaders for a variety of human service delivery systems in which they will be required to work with a number of different disciplines, appropriate practicum experiences must be offered. Specifically, an interdisciplinary setting such as a university affiliated facility (UAF), can provide a relevant interdisciplinary training setting for many students.

In the present context of implementing P.L. 94-142, there are many new professional expectations of administrators in special education. Professional training programs preparing special education leaders at the present time must take full cognizance of all demands placed upon the role in developing appropriate practicum opportunities for students. These expectations include, for example, helping teachers work effectively with parents, chairing interdisciplinary school-based committees, assuming appropriate professional roles in due process proceedings, evaluating programs, and supervising the efficient and effective maintenance of quality individual education programs.

In addition to the practicum "fitting" the philosophy and goals of the program, it is important that it accurately reflect the training program's assumptions about adult learning. That is, in addition to putting a student in a setting that is relevant and appropriate relative to the philosophy and goals of the program, it is important that the student be provided opportunities to learn according to some understanding of how adult learning occurs. The philosophy and goals of the program plus the assumptions about adult learning such as the role of modeling, the effects of practice, and successive approximation, are primary considerations in making decisions about the nature and organization of practicum experiences, the length of placement, the role of the supervisor, when and how the student enters the practicum, and generally what is expected from it.

In addition to reflecting the philosophy and goals of the program, and certain assumptions about adult learning, the practicum has to "fit" the organizational and program context, both inside and outside the university. The organizational context in which the special education training program exists inside the university is important in planning and implementing practica. Depending on the philosophy and goals of the particular doctoral training program involved, there will typically be relevant schools and departments with which the program can coordinate its efforts to the ultimate advantage of the students and the program.

Relative to practicum opportunities, it is common for several schools or departments within the university to share training sites. The public school system, for example, is a practicum site for students in School Psychology, Educational Psychology, Clinical Child Psychology, Elementary Education, School Administration, etc. Mental health centers, institutions for the developmentally disabled, psychiatric hospitals, and state agencies are also settings in which students from several programs within the university may be "placed" for training. Since the sites are shared, it is important for the different programs within the university to attempt to coordinate their efforts. Ultimately, this has political as well as program efficiency considerations. If the university does not coordinate its efforts, then the sites are forced to invest time and energy in coordinating for them. Some school systems have developed rather elaborate policies relative to the placement of students to protect the school program against poorly coordinated university intrusion. This is a kind of defensive policy development which does not serve the best interest of the university's training mission. It is much better if the university takes the lead in developing policies regarding the coordination of practica which reduce the likelihood of negative influences upon practicum sites.

In addition to sharing sites, programs within the university can also share supervisors. The point here does not have to do with program efficiency, but rather with the opportunity that exists within the university to provide the highest quality supervision and to model cooperative interdisciplinary activities. This, of course, is more difficult and takes more time than simply supervising or arranging for the supervision of your own students. The net result, however, can be immensely gratifying in that the faculty members learn from each other as well as provide better training.

At The University of North Carolina at Chapel Hill, there are many examples of this kind of collaborative effort. Doctoral students in Special Education are required to complete a research practicum. It is very common for students to work with a faculty member from the Department of Sociology or from the School of Public Health, because of their strengths in a particular kind of research methodology, and with a faculty member in Special Education, because of his/her particular strength in the substantive area of interest. Also, there is a human services management minor offered in the university, which represents a consortium of several training interests in the university including, for example, the Department of City and Regional Planning, the School of Business, the School of Public Health, the School of Social Work, and the School of Education. This effort within the university to coordinate the interests of those who are involved in human services management training has resulted in several students being placed, co-sponsored, and in some instances, co-supervised in settings that would not have otherwise been available.

In training special educators to be administrators, the cooperative efforts with the school administration training program in the School of Education is basic. A coordinated practicum in the area of special education administration is extremely important. Pappanikou and Paul (1977) make the point that it is the educational system that must be mainstreamed. One way in which this must occur is for general and special educators to recognize that, if we are to integrate special education into general education in areas where artificial and nonproductive partitions have emerged, then the training of the leadership must be mainstreamed. It involves the opportunity to be trained in a setting where one's role is valued by both general and special education and where one has the opportunity to learn about both. Again, the modeling of these cooperative efforts is important.

A fundamental training alliance has existed at UNC-Chapel Hill over time between the special education program within the School of Education and the Frank Porter Graham Child Development Research Center that further illustrates the value of cooperative development of practica. The two programs within the university have separate, but complementary, interests and missions. The Special Education Division in the School of Education has as its primary mission the training of special educators. The Frank Porter Graham Child Development Center has as its primary mission research and program development. The School of Education is located in the academic affairs side of the university, while the Frank Porter Graham Center is in the health affairs side. Students are admitted to the special education training program, take their major area courses in the division, work with faculty whose primary appointment is in the School of Education, and ultimately receive their degree in Special Education. However, the Frank Porter Graham Center offers practica experiences for students in research and in national technical assistance projects which provide students opportunities to work with federal, state and local agencies in a variety of capacities. It has provided students opportunities to learn program planning skills, program evaluation, inservice training, conference development and implementation, writing skills, skills in making public presentations, developing training workshops, curriculum development, work on professional issues such as advocacy and deinstitutionalization, and a variety of other skills relevant to the development of competencies for leadership and research in special education.

In addition to the opportunities within The University of North Carolina at Chapel Hill, there have been numerous practicum opportunities for students in the consolidated University of North Carolina system, of which The University of North Carolina at Chapel Hill is one of sixteen campuses. The Cooperative Planning Consortium is an organization comprised of all of the special education training programs in the various campuses of The University of North Carolina, plus special education training programs in private colleges and universities, and representatives of the North Carolina Department of Public Instruction, the Department of Human Resources, and the Department of Youth Services. This consortium has provided opportunities for doctoral students to gain experience in planning in higher education, in program evaluation, and in faculty development.

## Preparation for the Practicum

The success of the practicum experience depends, in part, upon the planning and preparation for that experience. The most important pre-practicum activity, of course, is to generate the agreement among the three principal parties: the university training program, the doctoral student, and the practicum site. In order for this agreement to be entered into by knowledgeable parties, it is necessary for each party to have some basic information and to perceive that the agreement is an option of choice. There are many ways in which the university training program and the practicum site may become familiar with the interests and resources of each. The student, however, must be informed and provided an opportunity to learn about alternatives. This should include, among other things, opportunities to observe in different practicum settings before a final decision or commitment is made.

At The University of North Carolina at Chapel Hill, when a doctoral student enters the program they are assigned a three person faculty advisory committee. It is the task of this faculty advisory committee to help the student obtain the information needed about requirements and options relative to training objectives, and the resources available for meeting those needs objectives. The committee will help the student examine his past experiences and will give advice regarding coursework practicum needs and further possibilities for designing a relevant training program. At the end of the first year, the student selects, given some criteria set by the program, a five-person faculty doctoral committee that will approve the student's program of studies, conduct the written and preliminary oral examinations, approve the dissertation proposal, approve the final dissertation, and conduct the final oral examination. It is this committee, in the process of approving the student's program of studies, that will decide about the appropriateness and sufficiency of the student's proposed practicum experiences. The committee's responsibility is to insure that the student makes informed choices and that those choices are acceptable according to program requirements.

A research practicum, required for all students, is designed to help the student develop applied research skills in preparation for conducting dissertation research. In preparation for the research practicum, the student develops an area paper. The area paper is essentially a literature review which focuses upon the development of several research questions. The area paper plus the basic statistics and research design courses are part of the preparation for the research practicum.

## Follow-up

Appropriate exit from a practicum experience is as important as appropriate entry. It is important to the student who will be evaluated for the practicum experience in terms of an assigned grade. Also letters of recommendation from one or more persons from the practicum site may become important. It is important to the practicum site and to the university training program if they are interested in continuing this kind of relationship. A termination session in which the practicum experience is evaluated by all three parties according to the initial agreement is very important. It is this termination conference that will guide the university training program and the practicum site in making decisions about future arrangements. This discussion should be conducted in the spirit of sharing data and perspectives, discussing points of strength and success as well as the points at which the initial expectations were not achieved. The goal for the service delivery system and the training program should be to learn specifically what they did that was or was not successful in order to plan future arrangements.

## Summary

The doctoral practicum is important in providing the student an opportunity to acquire, synthesize and apply knowledge and skills. It is also important in helping students identify with the professional role of special educators.

P.L. 94-142 has created several new role expectations. It is necessary to develop new practicum opportunities that are relevant to the preparation of professional special educators. In this context the merits of clinical practica need to be considered.

A basic condition of a productive high quality practicum is that it accommodates three sets of interests and needs: the student, the university training program, and the practicum site. An agreement or contract needs to clearly specify the objectives of the practicum and accurately reflect the understanding of each party to the agreement.

Doctoral practica should also reflect the training opportunities available in other programs both inside and outside the university. This includes a creative match of student training needs with training resources in the larger community context of the training program.

The preparation, entry and termination are important to the student, the practicum site and the university training program. All aspects of the process require careful consideration.

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## ATTACHMENT A

### Examples of Doctoral Practica

### Student I

*Federal/National Level* (May/June, 1973)

During the course of my doctoral training program, an individual program to develop a better understanding of the federal structure and to gain a national perspective of the field of special education was provided. This special internship program was designed jointly by myself and my committee chairman, who negotiated the agency assignments and the financial support to cover travel and related expenses during the six week internship in Washington, D.C.

The first three weeks on the internship program involved the office of Mental Retardation Coordination, Office of Human Development, Office of the Secretary, Department of Health, Education and Welfare. OMRC had responsibility for coordinating all federal agency activities affecting the mentally retarded. This office has evolved into the current Office of Handicapped Individuals. During the stay at OMRC, activities included the following:

1. Interviews with the OMRC Director and staff regarding general and specific functions of the office, and overall operation of DHEW.
2. Attending meetings with the OMRC Director with other federal agency staff, e.g., Division of Developmental Disabilities, Children's Bureau, Bureau of Education for the Handicapped, etc., which were primarily for purposes of coordination.
3. Attended regular meetings of the President's Committee on Mental Retardation and President's Committee on Employment of the Handicapped.
4. Served in a liaison capacity between OMRC and the Mental Health Law Project (Paul Friedman) on a joint project.
5. Conducted a site visit to the John F. Kennedy Children's Rehabilitation Center, John Hopkins University, Baltimore, Maryland with a staff member of OMRC; developed an article on the center which was published in *Programs for the Handicapped*.
6. Attended regional hearings on Senate Bill 6 conducted by Senator Harrison Williams of New Jersey in Boston, Massachusetts. The major provisions of the bill were incorporated into P.L. 94-142, the Education of All Handicapped Children Act of 1975.

During the second three weeks of this internship period, I worked in the Governmental Relation Unit of the Council for Exceptional Children. During this time I assisted Al Abeson in the compilation of *A Continuing Summary of Pending and Completed Litigation*, the areas of right to education, placement and right to treatment for handicapped individuals. While working at CEC, I had the opportunity to meet and visit with CEC staff and obtain information on the organization's operation. For example, Fred Weintraub, Director of Political Action Network (PAN), and, Joe Ballard, Editor of *Insight*, provided extremely helpful information on the legislative process, development of rules and regulations, and implementation perspectives from the national level.

## Student II

*Local Level* (January-May, 1974)

This four and one-half month internship was with the Children and Youth Services Section of the Alamance-Caswell Area Mental Health Program in Burlington, NC. During this period, I worked four days per week (M-Th) with the C & Y Services Section. The primary focus of this internship was program planning, development and evaluation. Negotiation of this internship was facilitated by one of my committee members. During the internship period, activities included:

1. Participation in C & Y staff meetings, Mental Health Center staff meetings, community inter-agency meetings, etc.
2. Completion of an evaluation study of C & Y services and presentation to the C & Y staff on the findings and implications of the evaluation report.
3. Coordinated the development of C & Y staffing grant application that was submitted and approved for funding by the National Institute of Mental Health. This activity involved significant community and agency contact of liaison, internal meetings and presentations to involve MHC staff, data review and analysis, program design and development, and proposal writing.
4. Participated in a Regional Task Force on the Development of Community passed alternatives for emotionally disturbed adolescents, e.g., group homes, special programs, etc.

This internship provided invaluable experience in learning about the functions and operation of community mental health center programs in North Carolina.

## Student III

The nature of my internship experience is probably not unlike many other students who have declared an emphasis in teacher training or university teaching. However, the many varied experiences which enhanced that practicum continue to be of great professional value.

In order to illustrate the close relationship and applicability of this particular practicum experience to my own professional ambitions, it is necessary to first outline my professional background and interest:

1. Several years of public school teaching experience in both regular and special education, as well as administration of special education programs.
2. Major interest in mainstreaming and law pertaining to the handicapped.
3. Interest in training regular educators to teach handicapped students.
4. Future career emphasis in university teaching.

With these individual goals apparent, it was possible to develop an internship which provided experience in various aspects of university teaching, as well as exposure to other teaching situations in which a hope-to-be professor might find himself once his university teaching career begins.

My internship was designed to take place during two semesters. During the first semester, I served as a teaching assistant to a faculty member with whom I had worked closely and whose professional interests were very similar to my own. The course, Introduction to Exceptional Children, was selected for this first semester of practicum, because it is the course with which most students begin their training in special education and also one which is often selected as an elective for students in other programs. Thus, I had an opportunity to observe, plan for and teach students from various programs within the university. Before the internship began the professor and I developed the course description which would be revised to include an introduction to P.L. 94-142 and the state law regarding handicapped children. My responsibilities for the course were well established and included supervised planning for each class session as well as supervised teaching. Evaluative information was provided by the professor-supervisor after each session.

During the second semester of internship, I was responsible for planning and teaching a course with minimal supervision. This was done as a part of the university's field-based program in special education. The participants were both special and regular classroom teachers enrolled in the course entitled, Methods for Teaching the Handicapped Child.

During both semesters of this internship I was included in many related activities such as:

1. Presenting lectures to classes in other divisions within the School of Education on the principles of mainstreaming, characteristics of exceptional children, and methods for teaching the handicapped.
2. Conducting inservice training in the public schools.
3. Speaking before meetings of various organizations in the community regarding education for the handicapped.
4. Working with faculty members within the School of Education on joint projects between general and special education.

Thus, in addition to gaining experience in teaching courses to students in college, I developed a broader perspective of the field of university teaching by exposure to the various audiences and the various teaching situations which this field encompasses.

Each of these experiences served to enhance the value of the other. For example, it was not until I taught teachers in the field that I realized that teaching undergraduate students was different. And it was not until I worked with students outside the Division of Special Education that I fully realized that all students were not especially interested in handicapped children. Being involved with various groups for the purpose of teaching served to broaden my own point of view regarding my area of specialty and encouraged me to have information regarding that specialty that can best be presented to different audiences or individuals.

Above all, this practicum experience was of immeasurable value in providing schooling for the realities of my prospective career. I feel sure that I have at least considered most of the responsibilities which will be expected of me and have confidence that my experiences during practicum were a helpful prelude to my professional career.

## Student IV

My doctoral training in the Division of Special Education at The University of North Carolina was inextricably tied to my research training at the Frank Porter Graham Child Development Center. As part of my overall program I had a number of specific summer internship and practicum experiences which are described below. Although it is possible to incorporate such experiences into one's program during the academic year (e.g., I had several research apprenticeships and I co-taught a course) the following comments pertain to my summer internships only.

### Types of Internships

The three summer experiences recommended for students by the Research Training Program included placement in: (1) a residential facility for mentally retarded individuals, (2) a state or federal agency which developed or implemented policies for children, and (3) another research institute.

Following my first year of graduate school, I became an intern with the Bancroft School in Haddonfield, New Jersey. This four month internship included: (1) administrative experiences under the guidance of the director, Dr. Clarence York, (2) practicum teaching experience in the preschool handicapped classroom, (3) exposure to the administrative practices associated with the running of the Bancroft Community for young adults; and (4) clinical experience at the Bancroft Camp, where I worked closely with the psychological staff and ran a dance therapy program for the children.

My second internship experience took place in the Massachusetts Department of Education, Division of Special Education, where I worked directly with Dr. Robert Audette, then the Associate Commissioner of Education and director of special education. My major responsibility there was to revise the Massachusetts Local Education Agency plan which was critical for meeting the requirements of the Massachusetts 766 law and P.L. 94-142.

My third internship was with the BEH funded Early Childhood Institute at UCLA (Drs. Barbara Keogh and Claire Kopp, Co-Principal Investigators). Working closely with Dr. Kenyon Chan (a UCLA faculty member) and Dr. Steve Greenspan (a visiting scholar at UCLA), I participated in the compilation and development of a Battery of Social Intelligence Measures.

### Relationship of Internships to Overall Doctoral Training

One contribution of such internships, as I see them, is the "relief" from the intense, academic training and coursework that they provide. More important, however, is the opportunity students may have to actually observe or partake in policymaking related to exceptional children, or to work with children (an activity in which most graduate students in child development no longer partake), or to work with other professionals at different institutions who are concerned with teaching, policymaking, or research related to exceptional children.

A carefully planned internship does, indeed, have potential application to the "real world." Such experiences provide the student with a look at the various professional roles that special educators might hold and a chance to weigh those roles against the student's own career aspirations and goals. Additionally, an internship experience designed specifically for a certain student (i.e., designed in conjunction with the sponsoring agent and the student's advisor) can greatly enhance the student's current doctoral training. I would strongly recommend the inclusion of at least two such individually planned experiences for students in a special education doctoral training program. By requiring at least one of these internships to be in a domain different from the student's major area of concentration, the student is more likely to have a broader view of the field of special education.

## Student V

For my internship experience, I spent part of a summer working for a special assistant to the Commissioner of Education (Dr. Robert Weatherford) in the U.S. Office of Education in Washington, D.C.

The focus of the experience was a study of the funding and legislative procedures in the Office of Education, I met with key individuals in various agencies and programs (e.g., BEH, Title I, Right to Read, Early Childhood), and asked questions about programs, funding, relationship to other agencies, etc., in an attempt to understand the various organizational pieces both as semi-autonomous units and parts of a massive bureaucracy. The time I spent in BEH was particularly interesting (more time was spent in this agency than any other), as the regulations for P.L. 94-142 were in the process of being written (there was a great deal of speculation as to how the law would actually be implemented in the states, potential problems, etc.). As a result of the experience, I was afforded a rare opportunity to gain an overall perspective of the workings of the Office of Education. The disadvantage is that I did not gain an indepth understanding of any one agency.

The value of such an experience is impressive: one is able to see how various programs such as special education fit into the educational system, obtain some insight into policy development and appreciate the complex nature of the bureaucracy. Future students should do this in two stages. The first stage should consist of a general overview (such as my experience) so that one might get a real sense of the system and appreciation of the enormity of the Washington bureaucracy. The second stage should focus on one agency or bureau that one finds particularly interesting so that the student can gain both the "big picture" as well as a more specialized view.

## Student VI

### Nature of the Practicum

As one of fourteen summer fellows in the Center for Creative Leadership's Summer Institute, I had the honor and pleasure of a "once-in-a-lifetime" experience. The focus of the institute was on "Leadership, Creativity and the Media," with the basic purpose of exploring—through the eyes of leaders, creators, and psychologists—the interrelationships among these three topics. Fellows were selected based upon leadership experience, artistic skills (art, music, writing, graphics), media talents (film, TV, acting, directing, producing) and knowledge of behavioral sciences. All participants had strong personalities, capable of independent achievement, yet with enough social skills to be effective in a group.

The summer fellow scenerio included a quick, but thorough immersion in leadership training as conceived by the center (5 days), presentations of personal skills and experiences by each fellow (2 days), a recreation weekend, and a one-week, hands-on production experience under the direction of BBC-TV producer, Geraint Morris.

### Of Personal Value

Insight regarding my own leadership, creativity, and media abilities—as seen through the eyes of peers and objectivity through an eight hour battery of psychological tests—was the most constructive value embraced. If there is economy of truth in the notion that "I cannot know myself by myself" (Andre Gerard, 1964), then to have shared this intense experience with people of similar motivation is clearly a productive way to embark upon a journey into self. It is my hope that, in knowing my strengths and limitations in the areas of leadership, creativity, amd media, I will be better able to serve others in the field of human services.

### Of General Value

I would enthusiastically recommend the summer institute at the center for creative leadership as a doctoral practicum—particularly for candidates pursuing human services management. As I approach my new position as eastern division Consultant for the National Association for Retarded Citizens, I am sincerely grateful to have had the opportunity of experiencing the ideas and feelings of leaders from fields as diverse as industry, mining, music, media, and mental health and of discovering how much we truly have to share.

# ONE SEA PROFESSIONAL'S VIEW ON PREPARING LEADERS TO WORK IN SPECIAL EDUCATION SETTINGS: IMPLICATIONS FOR DOCTORAL PROGRAMS

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A reasonable expectation among most professions is that university doctoral programs should produce the leaders of their various fields, to guide the professions and forge directions for solving contemporary and evolving problems. This is particularly the case in special education. However, the current status of this field imposes unusually severe and extensive requirements upon higher education.

## Status of the Profession

Nearly everywhere in special education, one finds varying degrees of confusion and turmoil.(1) P.L. 94-142 is, in the view of many educators, a detailed mandate of an idealistic, futuristic state which must be implemented immediately, yet its requirements outstrip the capacity of public coffers, of our educational system, and of our school personnel.(2) While the school age population declines, handicapped rolls swell. Budgets have escalated drastically and most likely will continue to do so, perhaps until pressure builds for a backlash from taxpayers and the parents of nonhandicapped children.(3) In the struggle to cope with the challenge of such change, administrative staffs have been reorganized and expanded. A recent survey revealed that 22% of all state directors of special education were new to their jobs in the past two years, 69% in the past six years, and that their staffs have steadily increased from an average of 8 to 29 over the past 5 years.(4) Education used to be a stable, credible, widely respected profession, immune to the intrusion of the courts and administered in a highly structured, bureaucratic manner. Someone recently said, "The trouble with our times is that the future is not what it used to be." This is the case in special education.

Indeed, rapid change is today a hallmark in all of education, as well as throughout most other sectors of our society and in the world. Yesterday's visions now become today's crises, today's crises are tomorrow's cliches. Leaders are urgently needed who are equipped to develop theoretically sound; yet operational modes of organizational decision making which will enable the American educational system and special education in particular to cope with such pervasive change.

As the field moves toward increased quality and quantity of individualized education in less restrictive environments, the profession will be called upon to create and implement new appropriate program responses to ensure access and inclusion for all children. The State of Washington passed an education for all handicapped children law in 1971 and has now implemented a 1977 law mandating student learning objectives for every child, a plan similar to the individualized education programs used in special education.

This trend toward integration of special education standards into other education domains seems inevitable nationally.(5) The executive directors of the American Association of School Administrators and the National Association of State Boards of Education have commented on this in conferences and through their organizations.(6) Individualized programming for all children is based on sound educational theory and common sense. If the educational system is designed to impart relevant learning to children, systems must analyze every aspect of their operations to assess their impact upon the child, along with other significant environmental factors.

Special educators then cannot view their domain as autonomous without impeding this comprehensive focus on the child. The delusion of self-determination is rampant: "My classroom/department is mine, and I'll run things my way regardless of what the rest of you do." Apart from its desirability, when the system focuses upon the child, the interdependence is inescapable and essential.

Educators are under enough pressure without splintering their resources internally. Increasingly, this group will be vying for desperately needed funds with the poor, the young, the aged, the homeless, the unemployed, the ill, and other troubled and troubling groups. If educators consume themselves through internal disputes over whether resources should be allocated to the handicapped, the bilingual, the economically disadvantaged, and so on, and argue over which component will control these resources, the profession will be ineffective as educators and as public servants, for all significant battles will likely be lost.

The point is that all educators must face this challenge and criticism together. Special education is no longer so special. First and foremost, special education personnel are educators. The group has too long reinforced and suffered from the stereotype that special education has all the answers. It does not, but what it has must be shared, or all may end up with nothing. The only way educators can quickly surmount such problems is to develop proactive, competent, generic leaders within its ranks.

## Where Are The Needs?

These background comments on the status of special education provide a context for assessing a variety of implications for doctoral training programs in the field.

The first consideration is where these new doctoral graduates will go, i.e., where they are most needed geographically. One may begin by defining their role in relationship to direct service delivery to children. Thus, most such graduates usually move into either district administrative positions where they supervise support staff components and/or teachers, or else they return to the campus as faculty instructors of these same groups. In either case, remarks here will be directed toward impacting on these direct service subsystems. Most new doctoral graduates will need more effective training to do so directly as administrators or indirectly as faculty.

Only one distinction might be made between these two career paths, i.e., campus or district. There seem to be more administrative openings in school district special education departments than faculty positions on campus. Therefore, those who move in the latter direction are likely to find work by excelling not only in the directions outlined below but simultaneously as a) adult instructors who are able to attract students, b) researchers able to obtain grants, and c) writers able to publish needed material. Apart from this, the following remarks remain applicable to both campus and district professionals.

All comments were verified with several educators in the Bureau of Education for the Handicapped (BEH) and around the State of Washington, both on campuses and in district administration positions.(7) The results were somewhat surprising. Several differentiating factors were probed, e.g., urban/rural, district size, district cooperative. However, there was considerable agreement among all those polled on the greatest needs. There emerged a clear set of generic competencies and skills which provide the special education leader with abilities which override all other specializing directions. Doctoral training programs must recognize these and organize their programs around them.

## What Are The Needs?

*Generalists.* There is a preponderant plea for generalists. The days of the special education "specialist" are over. Broadening experiences and training are essential for both survival and for providing leadership. Farsighted special education leaders should seek training a) in all handicapping conditions, b) in all curriculum models, c) with all components of the district educational management team (i.e., school board superintendent and principal), d) with all special education support personnel (e.g., psychologists, counselors, physical therapists, physicians, speech therapists) and e) with all other educational support groups (e.g., fiscal, legal, curriculum, instruction, transportation, physical education, data processing, community relations, planning, research and evaluation). Such leaders should be prepared to advocate on behalf of special education before superiors, to supportively and sincerely supervise subordinates and to continually collaborate and cooperate with all other co-workers in these different support divisions. These generalist and marketing skills should be included in the campus program, since administrators cannot afford to flounder in the field while trying to acquire them.

Though it may seem regrettable and some special educators may still believe themselves to be in some way special, today's administrators must be able to communicate and cooperate effectively with other sectors of the educational community. The dichotomies of special education versus regular education, of handicapped versus nonhandicapped are false and nonexistent.

There never was a "regular education" system but only other subsystems, much like special education. Every individual is either handicapped or temporarily nonhandicapped, since accidents and age wear everyone down. The hearing, nonsigning principal is definitely handicapped in relation to a class of hearing impaired, signing children in his/her building. Thus, special education leaders must learn to communicate in as many languages as there are groups with which to deal. Over time, if the leaders are effective as generalists, they can lead outside groups from apprehension to enthusiasm, from fear to comfort and from rejection to support of special education programs.

*Practicum Experiences.* The second common concern merits clarification. Simply stated, there is a need for leaders with broadening experiences coping with the recurrent problems of reality. Nearly every administrator surveyed focused on the traditional problem of campus theory versus operational, real world pragmatism.(8) The urgency of the need escalates every year as pressures increase. There is a need for well supervised practicum experiences, which are taken seriously by all involved. "Getting one's feet wet" is no longer sufficient, for many administrators quickly find themselves up to their necks in a quagmire of criticisms and complaints with cause. A proven ability to keep one's footing and direct a system toward effective, significant progress is essential at all levels.

As mentioned above, this need deserves clarification. Administrators have often leveled the criticism that university faculty should do a better job of training the type of person that administrators need. Faculty members counter with reasonable poignancy, that districts should make better use of the skills and competencies which they provide to their graduates. The argument is often a never-ending cycle. Clearly, both sides must be able to sit together and jointly plan, implement and evaluate programs based on the realities of both district and university.(9) The symposium to which this paper is presented is an encouraging venture in this direction.

Every district obviously needs graduates who can serve that district functionally. Campus "products" must be prepared to serve where, when and in a manner in which they are needed. The old adage, form follows function, is applicable here. In management terms, campuses must be output oriented rather than input oriented. If the ultimate mission or goal is to educate handicapped children, there must be recognition that districts function in this role more directly than universities. While universities may generate the creative, cutting edge of the profession, with new theories, styles, techniques and models, such programs will never achieve full fruition unless their graduates can first get a job and begin working within the system to implement those desired changes.

*The Human Factor.* A third quality of doctoral leaders is much more difficult for a university to impart or achieve, beyond an initial screening of applicants. Special educators are primarily in the "people business." As such, competent leaders are needed who are demonstrably human, who are ready to affirm daily that to live and work in this arena is to risk and care.

Special educators are not here because of a system or a law or an advocate group. They are here because "education for all" is right for people. The children cannot be denied. Society has some catching up to do in this regard, and it must be done by people, not by technocrats.

Leaders are needed who are touched and moved by children and by the joy and excitement of their learning and growth. Leaders are needed with communication skills: listening, writing, speaking, clarifying, supporting and understanding.

They must be able to apply these skills to handicapped and nonhandicapped children, to parents, teachers, administrators, and community groups. There are extensive, potent community resources often ignored or under-utilized by educators.

*Teacher Burn-out.* Actual data vary, but in general most teachers do not survive more than two to five years in a district's special education classrooms.(10) These highly trained teachers tend to leave the settings they were trained to serve in, with many electing to serve less severely handicapped children. Some look for a "better" district. Others move into "regular" education or perhaps up into administration. Unfortunately, many move out of education altogether. This has been observed in districts of all sizes. The implications for teacher training programs and administration are anxiety-producing. Further, the problem falls squarely on the shoulders of new doctoral graduates. Modified teacher training, improved inservice and supervision are key factors in assuaging this disconcerting trend.

*Advocate Pressure.* Most states have experienced considerable activity from leading parent advocate groups, e.g., ACLD, ARC, and independent legal agencies. Thus, administrators and teachers alike must be particularly thorough and attentive to due process, IEP parental involvement and confidentiality considerations, and efforts must be well documented in order to foster collaborative, mutually supportive relationships with these groups. They often can assist in moving a stagnant system toward action when there exists a positive, trusting, work relationship. Skills and training are needed to achieve this rapport.

*School Age Population Shifts.* Declining school age population in most urban centers has already forced school closings at the elementary level. As difficult as this has been for school boards and administrators, the coming decade will be much more stressful in this regard, as the reduced population enters the secondary level. Closing a high school with its community ties, traditions, academic and vocational programs and larger catchment area will clearly be more difficult and traumatic than what we have thus far experienced. This overall declining school enrollment will likely become juxtaposed in marked contrast to the BEH projected expansion of the handicapped population and of the funding they will generate from all levels of government. Pressure for influence and jurisdictional control of these students and their funds could easily become heated over the next few years in urban centers, necessitating a cadre of trained special education leadership capable of preserving, through a variety of means, the integrity and intent of the long-needed mandates to better serve these children. Simultaneously, training should address the numerous facets of planning and implementing school closure.

*Expanding Enrollment.* Although the experiences of many small towns and rural districts vary on this point, more such districts than in previous decades are experiencing an in-migration of families preferring the small town climate over the sometimes detached, cumbersome, polluted, stagnating urban centers as a place to raise their children. Thus special educators must be capable of dealing with and managing such growth, often with the restrictions which follow in the next point.

*Support Staff.* Urban districts are well staffed relative to their rural counterparts. An administrator or teacher usually finds ranks of specialized support personnel in the urban districts' departments or divisions. Special educators working in such centers are often discovered to be unable/untrained to identify, locate and utilize these resources in any systematic, coordinated, directive fashion. On occasion, these resource personnel have even found ways of becoming surprisingly unavailable or undetectable to new staff members. Considerable skill is often required to effectively gain access to these colleagues, skill which is derived from thorough training and supervised practicum in areas as seemingly diverse as systems analysis, political science and human relations. The effective administrator must be knowledgeable in all these support areas in order to corral their resources and utilize them effectively in special education programs.

*Minimal Back-up.* While urban centers are usually well staffed, rural educators, particularly in special education, usually find themselves relatively alone and required to serve in many roles and functions with minimal, if any, back-up staff. The rural administrator must be versed in all of the subtle, controversial aspects of program operations, therefore, comprehensive training is also required.

*Personal Communications.* Legislation has mandated minimal parental involvement in program decisions.(11) Where third-party advocate groups are involved communication is often delicate. These circumstances simultaneously require sound, effective personal communication skills on the part of administrators. This is the case particularly when there is minimal district awareness, commitment or ability to establish this type of operational rapport.

*All Handicapping Conditions.* An additional point related to many rural districts is that special educators must be well trained in all the low incidence handicapping conditions, i.e., hearing impaired, visually impaired, multiply handicapped, severely/profoundly handicapped. This is necessitated because there are not likely to be enough of these children in one rural area to generate a class, yet they are deserving of an education as close to home as possible. This clearly has implications for preparation programs.

*Void of Rural Leadership.* Few doctoral graduates are found willing to accept the challenge of rural leadership. While the needs are tremendous, the rewards exhilarating and the life-style often preferable, the pay is low, the distances are considerable and the subordinate staff minimal. Where urban administrators gain visibility and are often frustrated by the lethargic momentum of immense systems, rural administrators often find themselves alone and ignored. In many cases, such educators can only work as part-time administrators. Where collaborative or cooperative programs exist, funds can be pooled to create only a slightly more manageable situation. Yet, many states are increasingly observing a dissolution of such cooperative arrangements, in order to achieve local classroom control. There remains minimal, if any, special education administrative supervision. This void is mentioned not only as a rural need but as an observation and limitation of the effective utilization of the talent produced and nurtured on campuses.

*Other Needs*. While the above are 12 major needs which doctoral programs should address in the coming years, many other secondary generic competencies are crucial as well. The following nine are such areas.

*Organizational skills* are increasingly important. Today every subsystem is complex in special education, whether one regards the classroom setting "managed" by a teacher who was trained by a doctoral graduate, or a school district managed by a similar graduate, or some intermediate level. Graduates are much more often skilled in organizing themselves than they are at organizing the people under their direction. Analysis of forces and needs impinging on one's consideration of this system as an integrated subsystem somewhere within the vast American educational system, and focusing on product as well as process are exemplary components of organizational skills.

Legal training is often stressed in districts. This becomes increasingly crucial as courts and lawyers become involved in education. Whether this is desirable or not, it is reality. The profession needs educators knowledgeable in the law, its intent, its interpretation, its parameters. Even the more proactive districts committed to leading the field with innovative programming need legal counsel to assure technical compliance and funding. Particularly sensitive areas are due process and confidentiality.

*Fiscal, budgeting, and programming skills* are also in demand. Experience is needed not only in special education funding but for other funding systems, for all federal title projects, and for other publicly funded human service delivery systems.

*Data management* is of growing concern. Data based operations streamline any system, improve system effectiveness and accountability, enable the expeditious focusing of resources on problem areas, permit smoother and more accurate "child-count" procedures. They enhance the quality of teaching as children learn over time and as they move to other districts. Well designed data systems assist in reassessment and IEP review and updates. Strong data based systems provide a means of encouraging individual teacher research and publishing, which promotes professional growth and motivation, and reduces the amount of teacher burn-out and boredom.

*Knowledge of state and federal rules and regulations* has always been important for administrators but now is becoming important for teachers as well, particularly as more parents become informed of these documents. Beyond this, it is important and helpful to be familiar with solutions and strategies, policies and practices, rules and regulations of other states and districts.

*Assessment management* is becoming more complex and time consuming. Adequate assessment at all levels is important, as is the ability to streamline and expedite this step to promptly obtain needed special education where appropriate.

*Curriculum packages* are becoming overwhelmingly confusing to many teachers and administrators. Careful and systematic screening of new material is necessary to effectively utilize district resources. Simultaneously, training is needed on how to modify and adapt existent material to suit each child. A final point here is that many teachers are limited in their skills to alter their approach when it is ineffective with one or two children. Curriculum resource supervision can alleviate this.

*Staff development* and inservice training are among the top needs identified nationally by districts for all staff.(12) New doctoral graduates must be prepared to work effectively in identifying, prioritizing, and meeting these training needs. If they do not personally provide the training, they must be able to access competent trainers and develop coordinated, comprehensive training plans.

*Interagency cooperative agreements* have become a valuable tool for managing human service resources. Their promise is great not only for the elimination of duplicating services and paperwork and the consequent dollar savings, but also from the perspective of the client or recipient of the services. Few campuses have yet incorporated significant attention to this strategy or its many existent model programs.

While there may be other needs, these are the ones which are most crucial and urgently needed in all settings.

## Conclusion

While needs may vary from district to district, special education everywhere has considerable common ground with other subcomponents of the larger system of American education. The times are turbulent in many respects, and many argue convincingly that the nation and its schools are disintegrating. More funds are needed but unavailable. More and better trained teachers are needed but too often nonexistent among job applicants. The system is complex, and the situation is rapidly changing. Can special education doctoral programs help?

Clearly, they can. As campus enrollments in education decline, some of the brightest, most highly motivated and committed graduate students ever are enrolling, and campuses are retaining only the most experienced and best faculty members. The pressure and willingness to respond is present, as this symposium attests.

With focused and continually evaluated content, preservation of a strong educational foundation and theory component, and a series of serious, well supervised practicum experiences, doctoral students will be able to meet the challenge. In addition, the typical structure of most doctoral programs lends itself well to preparing the profession's leadership. Consider the extensive amount of knowledge acquired and integrated in doctoral programs, from several fields of study and from several campus programs or departments, much of which often involves considerable negotiation and self-direction. Consider the arduous task of successfully completing oral and written comprehensive examinations. Consider the initiative, creativity and research required to define and sell/market/gain approval of a dissertation topic, and to the exhausting perseverance required to gain access to a setting, obtain a population sample, supervise data collection, conduct a meaningful, candid and thorough analysis and publish the results. Consider the ultimate achievements of successfully navigating all these steps and still defending one's work before a group of critical, professional colleagues. A doctoral graduate clearly is well equipped to manage the system described in this paper, as complex and troubled as it may seem. The program design is as rigorous as is needed. The content, however, should be oriented toward the training of leaders with generic competencies listed in this paper. Beyond this, the American educational system is not disintegrating but rather continually integrating. Never before in recorded history have the masses of a society, including its handicapped and other minorities, been so literate and well educated. Education is criticized today because it taught a nation to think critically. Its problems are those of success, not failure. The resources exist within this nation to solve any pressing problem the society can identify. This is a nation struggling with insurmountable opportunity. The challenge of change in special education leadership in 1979 is quite exciting and promising.

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